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ABSTRACT

A 1-year study of 12 U.S. labor market areas compared job listings in the help wanted ads of local newspapers to job orders in the local public employment services to help determine what the role of the public employment service should be. The study gathered two types of data. One type was used to compare the "stock," or inventory, of jobs still open at the end of the month in employment service files to the stock in the help wanted columns on the Sunday nearest the end of the month; and the other type identified the "flow" of new listings available to the job seeker during a particular month. Further analysis of the flow data matched employers who used both intermediaries within the month. More than 204,000 ads were examined, and job orders from 30 local employment services were reviewed. A theoretical model (which appears in the report) of recruitment and job search provided a framework for the data. It was found that employers use employment services less than want ads; that many employers who list with the employment services also simultaneously use want ads; and that only about 11% of all employers use the two public intermediaries, primarily employers offering (1) high-turnover, low-pay jobs, (2) jobs in hard-to-fill, demand occupations, (3) jobs of uncertain income, and (4) less desirable opportunities in high-volume occupations. Implications were drawn with regard to the labor market, employment service operations, and labor exchange theory. Appendixes include graphs and tables and a glossary of terms. (LMS)

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THE COMPARATIVE LABOR MARKET ROLE OF NEWSPAPER HELP WANTED ADS AND PUBLIC EMPLOYMENT SERVICE JOB LISTINGS

Final Report
Grant No. 21-11-74-28

Miriam Johnson
Marged Sugarman

Olympus Research Centers
Salt Lake City
and
San Francisco

U.S. DEPARTMENT OF HEALTH,
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16. Abstracts
This study compares the stock and flow of occupational listings in the help wanted ads to those placed with the public employment service by local employers in twelve labor market areas. The stock data are obtained at the end of the month for twelve consecutive months from both intermediaries, from June 1974 through May 1975. The flow data are developed by identifying and extracting new listings placed daily in each intermediary during October, 1974. A substudy identifies employers who used both mechanisms during the flow period and analyzes their comparative use. Comparisons are made by volume; in occupational and industrial makeup; between stock and flow; and between areas. Analysis is also performed of "low-pay, low-status" occupations and mandatory listings in the employment service. Data are examined historically as labor market indicators. Findings are set into a theoretical model of job search and recruitment drawing upon earlier research. Though the stock of jobs available at a given point in time is shown to be approximately the (see back)

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same in the two intermediaries, the flow of new jobs to the want ads is approximately three times more voluminous than it is to the employment service. Approximately 40 percent of the employment service listings emanate from employers who are also simultaneously using want ads.

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Miriam Johnson
  Project Director

Marged Sugarman
  Principal Investigator

STUDY SUMMARY

This study compares job listings, placed in the help wanted ads of local newspapers by employers, to job orders in the local public employment service. It is one of many research efforts directed toward enlarging the body of knowledge about processes of recruitment and hiring in the American labor market. Such knowledge bears upon many public policy questions but is most relevant to a consideration of what the basic role of the public employment service should be. To define this function, in comparison with other labor market intermediaries, it is necessary to examine the exchange role that is now being assigned to the employment service -- not by government policy makers, economists, social scientists, legislators, or others who are not directly in labor markets, but by employers themselves. Until policy makers look squarely at the employer-generated role for the employment service and the reasons for it, an air of unreality will continue to underlie all attempts to define the mission and to determine the behavior of this agency.

Help wanted ads are the most important of the competing labor exchange intermediaries and are used more widely and more successfully by job seekers than any other formal search method. Their columns represent a visible expression of labor market demand nationally and in a local labor market. The size and girth of the help wanted columns are frequently offered as evidence by editorialists, columnists, and political pundits to question the validity of unemployment statistics or to cast doubt on the search for work by the unemployed. A close examination and analysis of the content of help wanted columns help illuminate the apparent dichotomy.

From an operational point of view, manpower institutions need greater insight into the mechanisms that operate within their own local labor markets, both for purposes of self-appraisal and evaluation and in their roles as advocates and educators of the job-seeking public.

PROJECT DESCRIPTION

The study encompasses two types of data, each collected from employment service job orders and from help wanted listings. One type of data identifies and extracts the *stock* of jobs remaining open after the end-of-the-month purge in the local employment service files and the inventory of local jobs, placed by employers, which appear in the help wanted columns on the Sunday nearest the end of the month. The data are obtained in twelve labor market areas for twelve consecutive months, beginning with June 1974 and ending in May 1975. This series of "snapshots" provides glimpses into the supply of job opportunities available to a job seeker on his or her first contact with both mechanisms, presumably at the beginning of the job search.

The second body of data is developed by identifying and extracting the flow of *new* local listings to which the job seeker would be exposed in the course of a daily search for work during the month of October 1974 in both intermediaries. The flow data are further manipulated and matched in order to identify discrete employers, revealing those who used *both* intermediaries within the month.

The study compares the listings by volume and in occupational and industrial makeup. The data are analyzed as follows:

(1) *Stocks* of jobs in each intermediary are compared to one another.

(2) Stock data series from both intermediaries is compared to movements in national and local labor markets.

(3) *Flow* of new jobs in each intermediary is compared to one another.

(4) Within each intermediary, the stock is compared to the flow.

(5) Employers in the flow study who use both intermediaries are identified, the degree and sequence of use in each is analyzed, and a comparison is made of occupational listings in each by matched (or common) employers.

(6) Area differences are tested by a number of variables which reflect the environment and the relative strengths of the newspapers and the employment service.

To ensure the comparability of count, geographic boundaries were carefully delineated in each of the twelve metropolitan areas. Types of listings were rejected in either intermediary that had no counterpart in the other. Ads were rejected if the advertiser was identified as a private employment agency, a training school, the armed forces, or other types of enlistments. Ads that appeared to be for jobs outside the area, or for business opportunities rather than jobs, were also rejected. The employment service orders for jobs lasting three days or less were rejected, as were those orders which were designated for participants in various manpower programs. For the flow study, jobs continuing to appear in either mechanism were rejected after the first day of appearance. The basic measuring unit for count in the employment service is the job order. In the want ads, each occupation listed *within* an employer-placed ad for local jobs is counted. Thus, this is a study of *frequency* of occupational opportunities appearing in the two labor exchanges.

Study sites were selected on the basis of SMSA size groupings and diversity of environmental, economic, and demographic conditions. All daily newspapers published within the geographic boundaries of an area were included in the study.

The universal applicability of the study findings are limited by the fact that the sample tends to overstate by 6 percent the case of cities with populations of 500,000 or more. It is further limited by the feasibility constraints inherent in the design. Nevertheless, more than 204,000 ads were examined and counted, of which over 62,000 were accepted and coded. Job orders were examined from thirty local employment service installations in twelve SMSAs. This represents a formidable data base from which to draw conclusions and which is strongly suggestive of a pattern to be encountered elsewhere in the United States.

The twelve areas included in the study are listed by size of population within the study areas of Atlanta (Georgia), San Diego (California), New Orleans (Louisiana), Dayton (Ohio), Richmond (Virginia), Syracuse (New York), Wichita (Kansas), Des Moines (Iowa), Jackson (Mississippi), Santa Rosa (California), Portland (Maine), and Boise (Idaho).

REPORT CONTENT

The report is extensive, not only because the information obtained is in itself rich, but also because the authors have chosen to combine the study findings with other job-search and labor market research in order to broaden the viewpoint and add to the body of knowledge. Hence, the report actually contains three separate inquiries which, though interrelated, could in fact be published as separate pieces for distinctly different audiences. To assist the reader, the following mapping of the report content is provided.

(1) The study itself: The methodology, a description of each of the two mechanisms, the comparative analysis by volume, occupation, and industry between the two, and an analysis of the matched study can be found in chapters 3 through 7.

(2) Theoretical model of recruitment and job search: Based on a synthesis of the study data and findings from other job search studies, as well as empirical observations of processes within the employment service and other exchange mechanisms, the authors in chapter 2 suggest an institutional model of recruitment and job search processes which provides a framework and coherence to the data. Labor exchange functions are developed into two operational models: the broadcast model, as exemplified by help wanted ads, and the broker model, as exemplified by private employment agencies. The public employment service operations are analyzed in relation to the two models.

(3) Help wanted ads and employment service job orders as labor market indicators: Chapter 8 consists of four substudies which include:

- (a) A historical comparison between the labor market and trends in volume of want ad and employment service listings.
- (b) An analysis to determine the usefulness of help wanted advertising and employment service job opening data.
- (c) Help wanted advertising and employment service job order stocks as indicators of national cyclical change.
- (d) Local help wanted advertising and employment service job order stocks as monitors of the local labor market.

This study focuses mainly on (1) above -- the study itself.

FINDINGS AND CONCLUSIONS

This section briefly sums up the findings of the study and draws conclusions from the data.

Findings

A. The employment service and want ads have approximately equal volumes of jobs in their stock at any given time, over all areas, exposing the job seeker to approximately the same volume of listings on initial contact in the job search. However, the flow and match studies indicate that employers have assigned a considerably smaller role to the employment service than they have to the want ads in choosing among intermediaries. In the course of a daily job search, job seekers would encounter a much higher volume of new jobs in the want ads than in the employment service.

- Want ads receive about three times as many new listings as the employment service in the course of 28 days.
- Nearly three times as many employers use the want ads as they do the public employment service offices.
- The longer life of jobs in the employment service accounts for differences of ranking between the two intermediaries in the stock and flow analysis.

- A daily visit to the employment service office would expose the job seeker to only 1.2 additional jobs during the remaining 27 days for each one seen on the first day of the flow period. A daily reading of the want ads would expose the job seeker to 4.2 new listings in the remaining 27 days for each job seen on the first Sunday.

B. A large portion of the employers who list their jobs in the employment service also simultaneously list jobs with the want ads. The employment service has a relatively small portion of the labor market as exclusive employer users, compared to the employers who use the want ads exclusively, as between the two mechanisms. Employers who use both mechanisms (common employers) are unusually heavy users and account for a disproportionate share of the listings in both intermediaries. The sequence of use suggests that employers who use both regard the employment service as a last-resort recruitment device.

- Approximately one-third of all employers listing with the employment service also listed with the want ads during the same period.
- These common employers account for nearly 40 percent of all the new listings in the employment service.
- Each common employer places an average of 1.7 orders in the employment service, compared to exclusive employment service employers who place an average of 1.3 orders per employer. In want ads, each common employer places an average of 3.6 listings, compared to an average of 1.7 placed by employers who use want ads exclusively.
- Approximately 91 percent of the employers using the want ads are exclusive want ad users. More than 67 percent of the employment service employers use the employment service exclusively.
- On the average, common employers do not call the employment service until almost six days after placing their jobs in the want ads.

- The two mechanisms, combined, penetrated approximately 10 percent of all employing units, but the employment service penetration was approximately 3 percent.

C. Occupationally and industrially, the listings in the want ads and the employment service are similar in the following ways:

- The stock of jobs in the two intermediaries parallel the broad occupational composition in the nation. However, some of the major high-volume occupations -- such as engineers, teachers, managers, retail sales persons, craftsmen, and operatives -- are underrepresented in either mechanism.
- The following types of establishments are the heaviest users of both want ads and the employment service: bars and restaurants, hospitals and clinics, private households, business services, auto dealers and gasoline stations, personal services, hotels and motels, insurance companies, and miscellaneous retailers.

D. Employment service listings are different from want ad listings in the following ways:

- Listings in professional, managerial, technical, and clerical occupations are a higher proportion of all want ad listings than of employment service listings, in both stocks and flows.
- Although the total volume of stocks in each mechanism is approximately equal, the employment service share of stock is considerably higher in almost all farming, processing, machine trades, benchwork, structural, and miscellaneous blue-collar occupations.
- Employment service jobs, especially those in the daily flow, encompass a wider range of occupations than jobs appearing in the want ads.
- Each intermediary attracts some types of high-volume jobs, in either stock or flow, which account for little if any activity in the other. For example, the want ads draw real

estate sales, professional health occupations, and cosmetology and barbering, while the employment service appears to have a near monopoly on janitorial and porter jobs.

E. There is a pronounced difference in the occupational composition of the employment service stock, compared to its daily flow of new jobs. Some of the heavy-volume occupations appearing in the daily flow do not have counterparts in the want ads, and do not comprise nearly as large a portion of the employment service stock as of the flow because of the rapid turnover of these orders.

- The flow of new jobs in the employment service reveals a much greater proportion of blue-collar and service jobs than is apparent in the stock of jobs.
- Nearly half of the new jobs listed with the employment service are in fourteen high-volume occupations, of which seven are also high-volume in the employment service stock of jobs.
- Nearly 17 percent of the new jobs listed in the employment service are in eight occupations which appear heavily in the flow only: hotel maid, agricultural worker, construction laborer, warehouse worker, material handler, service station attendant, packager, and kitchen helper.
- Such low-pay, low-status jobs as those named above tend to flow in and out of the employment service system in the course of one day.

F. The two intermediary together form a market of noteworthy size, but an intensely competitive one, from the job seekers viewpoint. The employment service share of the market, compared to that of the want ads, varies from one area to another in both stock and flow. Generally, the employment service has a larger share of the market in the smaller geographic areas of the study.

- Over all, in twelve areas during the flow month there were approximately the same number of new applicants registered in the employment service alone as there were new listings in the want ads and employment service combined.

- In the seven smallest areas, the employment service exposes the once-a-month job seeker to a larger inventory of jobs than do the want ads.
- The employment service would represent exposure to a greater number of total opportunities during the four-week period (the first day, together with the ensuing flow) than the want ads in four areas, of which, two are in the smallest population group.
- Want ads have a greater share of both stock and flow jobs in the five largest areas in the study.
- The employment service share of new jobs tends to be higher in those geographical areas which have a greater proportion of employment in low-pay, low-status occupations. Its share of both stock and flow jobs tends to be larger in areas with both a relatively low potential applicant load per staff member and a relatively small area population.

G. The mandatory listing program of the employment service has a significant impact on the volume and occupational composition of the employment service.

- Approximately 21 percent of the stock of jobs are mandatorily listed, although the inflow of new jobs contains only 11 percent of the mandatory listings.
- The impact of mandatory orders on volume varies widely between areas, ranging from 37 to 3.2 percent of periodic stocks.
- Mandatory listings account for one-half of the professional, technical, and managerial inventory of employment service jobs, and more than one-quarter of its stock of clerical, processing, and machine trade jobs.
- Mandatory listings tend to stay open in the employment service longer than other kinds of job orders, indicating the relative difficulty in filling them.

Conclusions

The stock, flow, and match studies provide a picture of a discrete sector of the labor market which is used heavily by only one out of ten employers, dominated by certain kinds of employing units, consisting primarily of (1) high-turnover, low-pay jobs, (2) jobs in hard-to-fill, demand occupations, (3) jobs of uncertain income, and (4) less desirable opportunities in high-volume occupations.

The employment service shares a large portion of its relatively small share of that market with the want ads. Occupations usually associated with labor exchange brokering functions are less evident in the employment service than in the want ads. This strongly suggests that employers are assigning a different role to the employment service from the one it assigns itself. The only job market clearly identifiable as belonging to the employment service alone is that of high-turnover, lower-skill jobs which can be filled almost immediately upon receipt from the always-present pool of job seekers, or which can be canceled immediately.

The difference between the stock and flow data occupationally may provide a glimpse of that ephemeral phantom, the secondary labor market, which may elude us because most labor market statistics focus upon the stock of unfilled jobs, rather than on the flow. Labor market stock statistics may restrict us to a conservative view of the market.

SUMMARY OF THEORETICAL MODEL

Briefly summarized, the theory of labor exchange defines the public job market and the intermediaries that operate within it, and examines their institutional functions. This theory holds that the universe of job vacancies is not a continuum insofar as employer search behavior is concerned. It delineated the various levels of the process by which job and worker come together, separating and defining the public intermediary market shared by the public employment service, the help wanted ads, and the private employment services. It holds that the public intermediary market is different in character and components -- volume, type of jobs, employers, and competitive stance -- from the total universe of vacancies, and responds to a different set of wage-cost considerations.

Because employers inherently prefer to recruit and hire through their closest circles and sources, the jobs that finally appear in the public intermediary market are already picked over and therefore are dominated by (1) low-pay, high-turnover jobs, (2) jobs with uncertain income, (3) the less desirable jobs within an occupation, and (4) jobs in occupations where demand exceeds supply. The public intermediary market is thus a domain with a relatively few less desirable jobs sought by a relatively large number of less attached workers. Until a job filters into the public domain, it does not represent a viable potential for the employment service, the want ads, or the private employment agencies -- the available public intermediaries. Employers tend to make a choice among the three only after they have exhausted their closer options.

Public intermediaries directly engaged in job-worker match perform two basic labor exchange functions: (1) centralizing and broadcasting the job vacancy, and (2) acting as direct intervenor (a third-party broker) in bringing the job and worker together. Private employment agencies would appear to be pure models of brokering, although little research has been addressed to them. The want ads are pure models of broadcasting, and their structure and functions are analyzed.

These same elements of analysis are applied to the employment service, suggesting that it engages in different proportions of both broadcast and brokerage behavior simultaneously, for all occupations indiscriminately, thus creating conflict of direction. All jobs in the occupational spectrum, all employers, and all job seekers may not require or expect the same level of brokering activity.

IMPLICATIONS AND RECOMMENDATIONS

The study incorporates findings which, together with the implications of the suggested theory, are of import and value to widely varied audiences, each with different areas of concerns. For example, policy makers, both administrative and legislative, are concerned with such insights into the workings of the marketplace that help to define the mission and operations of the public employment service so that they reflect such realities. State administrators who in the past have considered (and may now be considering) the installation of job-development programs that involve the use of help wanted ads would find their decision influenced by the extent to which listings are duplicated, as revealed in the findings of this study. Local office managers are interested in developing some method for evaluating their own operations in relation to a local competing mechanism. Front-line staff in any of the manpower agencies, who are attempting to impart job search education to their clients, would find the theoretical job search model an effective tool to share with job seekers, as well as provide comprehensive information about the content of help wanted ads. Classified advertising managers of newspapers are interested in the labor market impact of their listings.

From such varied focuses, the authors have chosen to limit themselves to suggesting some of the implications that can be drawn pertaining to two areas of concern: labor market analysis and employment service policies.

Implications and Recommendations for Labor Market Analysis

1. This country's reliance on "stock" labor market statistics tends to hide the secondary labor market from view. The development of more detailed statistics that qualitatively describe flows of jobs and workers deserves consideration.

2. The public intermediary market is the domain in which the imbalances of local supply and demand ultimately emerge in its job and applicant stocks. A detailed qualitative analysis of these stocks -- jobs in the employment service offices and want ads in the classified sections of newspapers, and applicants for jobs who appear at the employment service offices — would provide policy makers with a deeper perspective on imbalances in the local labor market, and would suggest a more realistic corrective role for the employment service. Such insights are currently obscured by aggregations and by occupational titles which fail to reveal crucial differences and other factors accounting for the imbalances.

3. Employment service stocks on a broad basis are representative of the nation's employment. The ESARS system, which provides readily available data each month on the volume and occupational composition of

the employment service job stock, represents a potential source for a reasonably inexpensive indicator of the direction of change in the nature of area vacancies.

Implications and Recommendations Relevant to Employment Service Policy

1. The data suggest that there is a marked discrepancy between the employer-assigned role for the public employment service and its self-image as a labor exchange broker. It appears that the principal need of a large portion of employers who use the public employment service is to dip into a pool of readily and quickly available job seekers, rather than to seek intense screening and selection assistance for high-quality matches. It is a fair assumption that those employers who simultaneously list their openings in the widely dispersed want ad columns may not be expecting careful screening and selection from the employment service. This assumption could be verified by further research. It further suggests that the operational technology of the employment service should develop focus upon speed of response and upon ready access to an applicant supply for a high portion of the daily flow of jobs. In a sense, this is tantamount to an embrace of the secondary labor market and an attempt to provide a better ordering of its processes.

2. The slow turnover of employment service orders in the more skilled occupations (particularly the mandatory listings), the large degree of combined employer usage of both mechanisms, and the theoretical construct (which suggests that employers prefer to hire people from within their close circles and that such hires do not represent a viable potential for the employment service) indicate that efforts to indiscriminately expand listings may be a fruitless and unproductive activity that would not lead to a more viable labor exchange role.

3. The employment service now treats all job orders in an office in approximately the same fashion, without regard to the nature of the job or the expectations of the employer. The employment service could better delineate its functions if, when employers called in a job order, the employment service staff probed more about the simultaneous use of other intermediaries for the same job and the employers' expectations and need

for careful selection and screening. High-volume, low-pay, low-status jobs could thus be separated and treated differently, operationally, from those jobs that require traditional selection methods. Either the broadcast model or the broker exchange model could then be applied to the appropriate types of jobs.

4. The employment service flow of new applicants equals the number of listings in both mechanisms. This does not consider the unknown number of job seekers who do not register with the employment service. Furthermore, the theory suggests that the jobs which filter into the public market are those which have not been "creamed off" by other job search methods. In such a competitive market, it would appear to be a fitting role for the employment service to develop techniques for teaching clients to seek access to job openings not yet "creamed off." It is the job seeker who more likely needs the employment service to learn how to manipulate the marketplace and position himself or herself to "hear" the employers' broadcast of an opening before it reaches the public intermediaries. Perhaps the greatest contrast between the want ads and the employment service is that the former is obligated only to the employer who rents the newspaper space, while the latter must serve the needs of both sides of the labor market.

IMPLICATIONS OF THE LABOR EXCHANGE THEORY

The theoretical concepts and the model of recruitment and job search processes go beyond the scope of this study, both in the need for objective verification or contradiction and in the policy implications. The findings of this study are not sufficient to prove or disprove many of its facets.

The study does, however, provide considerable evidence to support the nature and behavior of the public intermediary market, the employers who use it, and the kind of jobs that dominate it. It does delineate the separate provinces of each of the intermediaries and provides some insight into the type of labor exchange role now being assigned to the employment service by the employer users.

However, it is clear that additional research into each of the other formal recruitment levels is necessary, with particular emphasis on the private employment agencies, the placement function of training schools, and college placement institutions. Further research is also needed to determine why employers pursue the recruitment and hiring channels that they do. Such a probe into the rationale of employers would require interviewing data as well as statistics.

1

INTRODUCTION

Now, more than ever, the role of the public employment service, scrutinized and debated since the late 1950s, is in dispute. Should the employment service direct its efforts toward attracting a larger portion of labor exchange transactions? If so, in what direction and how should it proceed? Or should it, instead, seek to fill in the gaps in society's economic fabric by focusing its resources on those individuals burdened both by need and lack of "passport" -- the welfare recipient, the parolee, the inexperienced, the unskilled?

Legally and officially, the dispute appeared to be resolved with the passage of the Comprehensive Employment and Training Act (CETA) of 1973, which eliminated direct employment service authority over administration of employability programs for the disadvantaged. Though this brought the employment service mainstream labor exchange function into sharper focus, it failed to end the conflict over the most fitting role. To this day, the hotly pursued search for ways to increase employment service placements is perhaps contradicted by an insistence that the employment service expend major portions of its resources administering ever more stringent work test provisions for welfare, food stamp, and unemployment insurance recipients.

This continued divergence of view was apparent at a joint conference in November 1975, called by the Department of Labor and the

Interstate Conference of Employment Securities Agencies, to discuss the role of the employment service. From the same rostrum could be heard from a prominent academic expert: "Unless the employment service can improve its job matching function and thereby win the support of a larger clientele of employers and workers, most of its other missions are likely to be peripheral or poorly executed -- or largely irrevelant." And, from a labor leader: ". . . The law . . . should provide specifically that priority be given to those workers who are most in need of employment assistance: the poor, the unskilled, the undereducated, and those who suffer from discrimination in any form."

The latter view is echoed in a widespread and well-organized campaign sponsored by the private employment agencies through the National Employment Association which urges support of House Resolution 502, which would restrict the public employment service to serving the unemployed and the disadvantaged.

Many observers, commentators, and operators in the field have long felt that it is not possible to determine what role the employment service should be playing, without first knowing more about what part it plays now, what share of the market it serves in relation to overall needs. That in turn requires more current and refined understanding of labor exchange in general, how and why the market operates as it does, how people and jobs find one another, and what part of these transactions is usurped by and confined to other competing formal or informal mechanisms.

The question still remains whether, indeed, the employment service has the prerogative of increasing its real share of the labor exchange action, whether it should, and, if so, in what direction and by what methods. Research in the recent period has been increasingly focused upon this wider market arena as well as upon attempts to isolate and assess the singular and unique labor exchange impact of the employment service.

This report, which compares the labor market role of help wanted ads and the employment service, is part of that broader research effort.

There are actually three labor market intermediaries to which the general public has ready access. The help wanted ad and the private employment agency are the business of their proprietors and their customers, except that they impact in a major way upon public policy. The public employment service is a public, tax-supported institution. It is everybody's business. However, this study focuses only upon those two which are available for study, and available to the job seeker or employer at little or no cost -- the public employment service and the newspaper help wanted ad.

Help wanted ads are one of the most important of the competing labor exchange intermediaries. Their columns represent the most visible expressions of labor demand, and, for that reason, those who are continuously searching for the shape of the iceberg underneath have long been drawn toward assessing and measuring what they telegraph about the nature of the labor market, changes in demand and in the economy. The help wanted ad index, a weekly count of ads in 51 major newspapers prepared by the Conference Board, has for years been used as a national economic lead indicator.

The importance of want ads in labor exchange is further attested to by the findings of two studies[1] recently released which explore the search methods used by job seekers and assess the degree to which those methods successfully bring job and worker together. The Camil study also provides insights into the basis on which different kinds of employers choose their recruiting channels and how they perceive the services of the newspapers and the employment service. Both studies, performed at different points in time, found that help wanted ads were used far more widely and more successfully by job seekers than any other formal search method.

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[1] Recruitment, Job Search and the United States Employment Service (Philadelphia: Camil Associates, December 1975). This study will be called the "Camil" study in the ensuing discussions. The study was conducted during the same time period as this study. Also, five cities in this study are in the same size groups as the Camil study. And Job Seeking Methods Used by American Workers (Washington, D.C.: Bureau of Labor Statistics, 1975). This will be referred to throughout as the "BLS" study.

The employment service, with its local offices, operates as a community resource, and the test of the employment service as a labor exchange is in the local marketplace. However, it is precisely in that arena that there is the greatest dearth of information, and the greatest need for it. The interviewers on the front line, be they in an employment service office or handling CETA clients, are handicapped in their ability to direct their clients toward a more productive and knowledgeable search for work, if they know little about the local market and the behavior of local employers beyond the jobs listed with the employment service.

Overall community vacancy information is unavailable, but even if it were, it would provide little insight into the way area employers look for and find workers and how local residents look for and find jobs, both essential ingredients determining the potential for employment service participation. One might paraphrase the ironic war wit with, "Suppose we set up a labor exchange and no one showed up?" The employment service, if it is to examine itself, needs to determine its present role by knowing who does, who doesn't, and who should "show up."

The employment service emphasis on increasing its volume of participation in labor exchange is coupled with continuing efforts to develop a realistic basis for assessing employment service penetration into the local labor market. For example, the Employment Service Potential (ESP) project is concerned with developing a statistical method for establishing a vacancy universe, and eliminating from that universe those labor market transactions which do not represent a reasonable potential for employment service participation, such as job matches captured by union hiring halls. Employment service penetration would then be assessed in relation to the potential vacancy market. It is our hope that the conceptional development in this study will contribute to that effort.

In 1973, Olympus Research Centers conducted a feasibility study of two cities to determine if want ads were an accurate reflection of the local labor market.[2] That study raised the question of the relationship between want ads and the employment service and their respective activities. ORC then conducted a pilot study in the same two cities, comparing the stock of unfilled job listings at the employment service at a month's end to the jobs appearing in the want ads at the same point in time. In both cities, the employment service stock of jobs exceeded the want ad listings. In consequence, ORC undertook this broader study to explore more dimensions of employment service and want ad labor market data and behavior.

OVERVIEW

The study encompasses two types of data, each collected from both employment service job orders and help wanted listings. The first type is used to analyze and compare the stock or inventory of jobs remaining open at the end of the month in the employment service to the stock of jobs advertised in the help wanted columns on the Sunday closest to the end of the month in twelve labor market areas. The analysis was performed for twelve consecutive months, beginning with June 1974 and ending in May 1975. This provides a snapshot series of glimpses into the supply of job opportunities available to a job seeker in both mechanisms on first contact. The stock data series is also analyzed as a description of national and local labor markets.

The newspaper's role ends with the broadcast of information concerning available jobs. The employment service's function goes beyond provision of vacancy information; it has the additional task of filling the job. There is a cost to the employer for the use of space in the want ad columns. The employment service is a free service. It is therefore assumed that jobs listed with the employment service stay in the system longer than they do in the newspaper columns. From the vantage point of the job seeker, the month-end snapshot represents a true picture of available opportunities remaining open at that point in time in each mechanism and therefore may be fairly compared. However, using a count of the jobs listed at that instant as an indicator of the employers' preferences between the two intermediaries could be misleading. The longer life of jobs in the employment service would accumulate a larger inventory. On the other hand, the employment service deals with a portion of jobs which are filled almost immediately and are entered into the system for statistical purposes only. These jobs, generally called "in and outs," could be underrepresented in the stock count of open jobs.

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[2] "A Study to Test the Feasibility of Determining Whether Classified Help Wanted Ads in Daily Newspapers Are an Accurate Reflection of Local Labor Markets and of Significant Use to Employers and Job Seekers" (Salt Lake City: Olympus Research Centers, July 31, 1973), Grant #21-11-73-28.

The second body of data is developed to overcome these distortions in the stock data and to throw light on the dynamics of the marketplace by developing the flow of daily new listings in each intermediary during the month of October 1975. The first day's stock and the ensuing flow, together, represent the total opportunities available to a job seeker in each of the institutions at some time during the month. The analysis compares one intermediary to the other, and the stock to the flow within each.

Further analysis of the same data identifies discrete employers who used both intermediaries and examines the degree to which they place their vacancies in both mechanisms during the same period. This analysis is called the "match" study.

To ensure comparability of count, geographic boundaries were carefully delineated in each of the areas. Types of jobs were rejected in either intermediary that had no counterparts in the other. The basic measuring unit for count in the employment service is the job order. In the want ads, each occupation listed within an ad is the comparable unit for count.

Study sites were selected on the basis of SMSA size groupings and diversity of environmental, economic, and demographic conditions. All daily newspapers published within the geographic boundaries of an area were included in the study. The study establishes that a percentage of their mutual market falls to either intermediary and tests the area differences by a number of variables reflecting the environment and the relative strengths of the newspapers and the employment service.

The advent of the recession in late 1974 during the course of gathering data provided ORC with the opportunity to observe and analyze the impact of rising unemployment on each of the mechanisms under study, the extent to which each medium reflected the same set of circumstances in the area and the speed with which the two intermediaries experienced the recession. In addition, various indices were tested and analyzed to determine the degree to which want ads and employment service jobs were reflective of the local and national labor markets.

STUDY LIMITATIONS

The reader should be reminded of the scope of the study and the limitations of the findings. Help wanted ads and the employment service are placed in a competitive stance only in the area of volume of listings, reflecting choices made by local employers in their recruiting efforts. The vantage point taken is that of job seekers screening themselves against the full range of opportunities to which they would be exposed in using each of the services. Each may have intrinsic value or capabilities for answering the needs of job seekers or employers that are of equal or greater importance than sheer volume. No value judgment is intended, and there is no implication that more necessarily means better.

Any exhaustive attempt to identify employer motives for making the recruiting choice from the findings is hindered by the absence of such significant data as:

- The size of the firm
- The presence or absence of an employers' personnel office
- The past experience of the employer with either mechanism
- The traditional recruiting channels in an occupation of an industry
- The relationship of the employer's location to the usual route of the job seeking public
- The number of openings the employer needs to fill in an occupation
- Interviewing information

There are also a number of factors bearing on the labor exchange process which are unquestionably relevant, but are beyond the scope of this study. Included among them are:

- The extent to which these listings are successful and produce matches
- The quality of the jobs, beyond occupational classification, except on a sample basis
- The accuracy or reliability of the listing in either mechanism
- The costs of either related to their benefits
- The value of other services provided by the employment service to either the job applicant or the employer
- The convenience of using help wanted columns for the job seeker or their value to interested parties other than job seeker.

In short, this study is not an evaluation of these institutions, but is, instead, descriptive research into one aspect of the labor exchange process and labor exchange mechanisms which has role implications for the employment service. Whether the findings can be considered universally binding is questionable. The study sites are not entirely representative, but they are diverse.[3] Feasibility restraints further reduce the applicability of the findings. However, ORC has now examined help wanted ads in a total of 21 newspapers and has found surprising similarities in the type of jobs that appear in their columns. For this study, over 204,000 ads were counted and examined, of which 62,000 were accepted and coded. Within the twelve areas, job orders were examined from employment service installations in thirty communities.

This represents a formidable data base from which to draw conclusions, one strongly suggestive of a pattern to be encountered elsewhere in the United States.

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[3] The six largest SMSAs studied incorporate 80 percent of the population in the study areas; the combined populations of all U.S. SMSAs with population of 500,000 or more represent only 74 percent of U.S. metropolitan population. To this degree, the sample tends to overstate the case of big cities.

ORGANIZATION OF THE REPORT

Initially, ORC approached this study with a tentative perception of the dynamics of labor exchange and a conventional approach to the role of labor exchange mechanisms. During the course of the study, two important developments occurred:

(1) The findings from the Camil and BLS studies, both relevant to the research in progress, became available for perusal.

(2) The ORC data, which included not only point-in-time observations of the stock of job opportunities but the daily flow of listings data never before systematically collected or analyzed, revealed new and unanticipated dimensions of the dynamics of labor markets.

The consequences of integrating these developments caused the writers to modify the theoretical premises upon which the research was promulgated by developing a theoretical construct. Though somewhat skeletal and in need of further refinement, elaboration, and research, these perceptions offer a more unified framework from which to view this study and its findings. These concepts appear as chapter 2.

Chapter 3 described the project methodologically, including the criteria by which listings in either mechanism were accepted or rejected and the units by which measurements were made. Though this detail may well have been relegated to the appendix, ORC is aware that the most likely readers are individuals uncommonly knowledgeable and sophisticated about the complexity of employment service data who would be concerned with the pitfalls inherent in developing a design that "covered the bases." Readers untroubled by such reservations may comfortably skip the chapter.

The relevant characteristics, policies, and procedures of both the employment service and the newspapers are described in chapter 4, with emphasis on how each mechanism deals with the vacancy announcement. Also included are findings pertaining to the composition of the want ad sections and the differences between Sunday and daily editions of the papers.

Chapters 5 through 7 present the findings of the stock, flow, and match studies. The twelve month-end stocks and the October 1974 job flow captured by the employment service are compared to the equivalent want ad job stock and flow in the following sequences:

Chapter 5	The total volume of listings with each intermediary
Chapter 6	The occupational composition and industrial sources of listings in each
Chapter 7	Reduction of flow data to discrete employers and identification and analysis of those employers using both

An analysis of help wanted advertising and employment service jobs as labor market indicators is performed in chapter 8, and chapter 9 summarizes the findings, draws conclusions, and highlights the implications. Additional supportive material, including a glossary of terms, is included in the appendices. All figures and tables in the text designated by the letter "A" can be found in the appendices.

2

A THEORY OF THE PUBLIC JOB-MATCH MARKET

> Theory attempts to identify certain basic underlying causal relationships. As such, its usefulness derives from its ability to simplify other complex phenomena. Theory, therefore, is not a reflection of reality. . . . The fundamental generalizations or principles about causal relationships are more important to our understanding of the base factors at work than a detailed description of real situations. (Levitan, Mangum, Marshall, pp. 112-13)

Labor market behavior, or even that aspect of it limited to how employers and prospective employees seek to learn of and find each other, is not among the less complex of human interactions; hence, the constant search for a labor market theory which simplifies and makes more comprehensible and predictable what happens in the real world. One dictionary definition of "theory" is "a hypothesis assumed for the sake of argument or investigation." One develops a theoretical statement consistent with all of the known facts. Then empirical investigations continue to test whether the hypothesis will encompass all other discovered facts or whether modification and further testing are required. That is the sense in which the theory is used in this chapter. A mass of data emerged from this comparative study of want ads and employment service job listings. It becomes more comprehensible and subject to analysis when one derives a theoretical structure or model which gives it coherence and meaning. At the same time, to construct a coherent theory, one must go somewhat beyond the empirical result of this study alone. The theory is consistent with the data from this study and all known data concerning the job search and recruitment process and the roles of various labor market intermediaries. It goes beyond the data in some of the assumptions it makes concerning the roles of intermediaries such as private employment agencies about which little is known.

This chapter offers both a model for giving meaning to a body of data and a hypothesis for testing. It has three purposes:

(1) To present a model of the job-match process and employer search behavior

(2) To delineate the nature of the public intermediary job market -- the realm of the want ad, the public employment service, and the private employment agency

(3) To examine within this model the labor market role of these public intermediary institutions in relation to employer search behavior

We begin by presenting a series of briefly stated assumptions, followed by elaboration and discourse.

ASSUMPTIONS

The universe of job vacancies is often regarded by economists as an aggregate within which the prime differentiating characteristic is the pay rate offered. Manpower program administrators tend also to focus upon aggregate vacancies in setting goals and evaluating performance.

Assumption One

The assumption made here is that the universe of job vacancies is not a continuum insofar as employer search behavior is concerned. The job market that falls into the domain of the public intermediaries is a collection of qualitatively different entities which cannot be defined solely in terms of continuous variables such as wage rate. The volume and quality of jobs that fall into it, the type of employers who dominate it, the size and composition of the audience that competes for those jobs, and the intermediaries that operate within it are different in character and respond to conditions other than wage-cost considerations.

(a) Employers tend to be risk-avoiders. Given a choice, they prefer to recruit and select from among those who are closer and more familiar to them for all job categories. They broadcast their vacancies to the narrowest, most limited market apt to produce acceptable workers. The job appears in the public market only when closer audiences have failed to respond or were unavailable to the employer. The consequences of such a "picking off" and filtering process resulting from the employers preference are that the mix of the jobs that do fall into the public domain differs in nature and rarely represents the character of the total universe of job vacancies.

(b) There are certain types of jobs which tend to dominate the public market. They appear in large volume and can be stratified as follows:

1. Jobs in low-pay, low-status, and high-turnover occupations
2. Jobs in occupations of uncertain income (commission sales)
3. The jobs within any occupational family which are least attractive and hardest to fill
4. Jobs hard to fill because of scarcity of the required skills

All four categories require broadcast to a wide audience and some require a lengthy broadcast as well.

(c) Because of these factors, the public intermediary market tends to be a domain characterized by a comparatively small share of the total volume of vacancies consisting largely of less desirable jobs which are broadcast to the largest, less "attached," less "belonging" pool of potential workers.

(d) The jobs that dominate the public intermediaries are therefore more similar than they are different. The two intermediaries studied here -- want ads and the public employment service -- serve essentially the same portion of the labor market.

Assumption Two

Until a job filters into the public domain, it does not represent a viable potential for the employment service or any other of the intermediaries operating in the public arena.

(a) In a free labor market the employment service, as a public intermediary, competes for listings with want ads and private employment agencies. It has no real potential for penetrating or capturing vacancies filled by, for example, the foreman's friend, the secretary's cousin, the aggressive job seeker who shows up at the company's personnel office every day, the Data Processing Managers Association recommendation, the union hiring hall, or the civil service list, unless those mechanisms are unresponsive. When the employment service fails to usurp the listings or matches that occur because of the actions of informal intermediaries and closed systems, it is because the task is inherently impossible, given the employer's almost axiomatic preference for the candidates emanating from more intimate circles.

(b) The employment service has been operating on the unstated and possibly unrecognized assumption that the matches that occur in the informal or closed-system markets are less advantageous to both employer, job seeker, and the economy generally than they would be if they were performed by the agency. This is an assumption based on agency "professionalism" attained through its knowledge of occupations in the local labor market, its ability to analyze the elements of a job and to assess the capabilities of the job seeker, and its exposure to both sides of the market.

There is little if any evidence to either support or reject this premise which is a basic undercurrent in all attempts to define the employment service role and assess its impact.

(c) Even if the job listing is sought out and captured by the employment service or any other public intermediary, the employer will, if he can, continue to search his closer environs and will usually favor an acceptable candidate produced by the informal or closed-system intermediaries over those produced by the formal public ones.

(d) The employer's decision to "go public" generally occurs because of a failure or anticipated failure to draw enough satisfactory employees from the narrower circle and is not primarily related to the employer's perception of the public intermediaries.

(e) The arena of competitive potential for the employment service occurs after the employer crosses that line and resolves to seek help from external intermediaries. Only then is the choice among intermediaries based on the employers' perception of their comparative competency to answer his needs.

Assumption Three

Public intermediaries directly engaged in job-match activity are performing two basic labor exchange functions: (1) to centralize and broadcast job vacancy information, and (2) to act as direct and active intervenors or brokers in bringing jobs and workers together.

(a) Private employment agencies are pure models of a labor exchange broker function. Help wanted ads are a pure model of a labor exchange broadcast function. The employment service engages in both activities. It parallels the private employment agencies in the broker role and the help wanted ads in the centralizing and broadcasting role.

(b) All jobs, all employers, and all job seekers do not require, expect, or need the same level of broker activity. The types of jobs most heavily identified with private employment agencies can be regarded as a prototype of jobs and employers most likely to expect and require broker intervention.

(c) The major distinction between help wanted ads and the employment service lies in the employment service broker capability. It would be anticipated that employer recognition and use of that capability would be reflected in differences in occupational composition of listings.

This, in the briefest, most skeletal form, comprises the theoretical assumptions underlying and partially tested by this study.

For a job and a worker to come together, two things have to take place:

(1) The job has to be announced by the employer to an audience which has a potential for response

(2) The audience has to be in a position to "hear" the announcement

The recruitment-job search model (Figure 2.1) conceptualizes both of those statements. The inverted triangle represents the vacancy broadcast by the employer to the potential audience. The juxtaposed upright pyramid represents the audience and the place where it must be in order to "hear" it, suggesting the decibels of the announcement and the exclusiveness of the audience rather than its statistical size or the aggregate number of jobs in each level.

Drawing on the diagram, we elaborate on each level or segment of the model. Nothing that follows should be interpreted as a description of a rigid sequence, precluding the likelihood of employers using many or even all search methods at once. The model attempts only to describe the dynamics of the search process and its underlying rationale and provides supportive evidence of the frequency with which matches occur at the various levels.

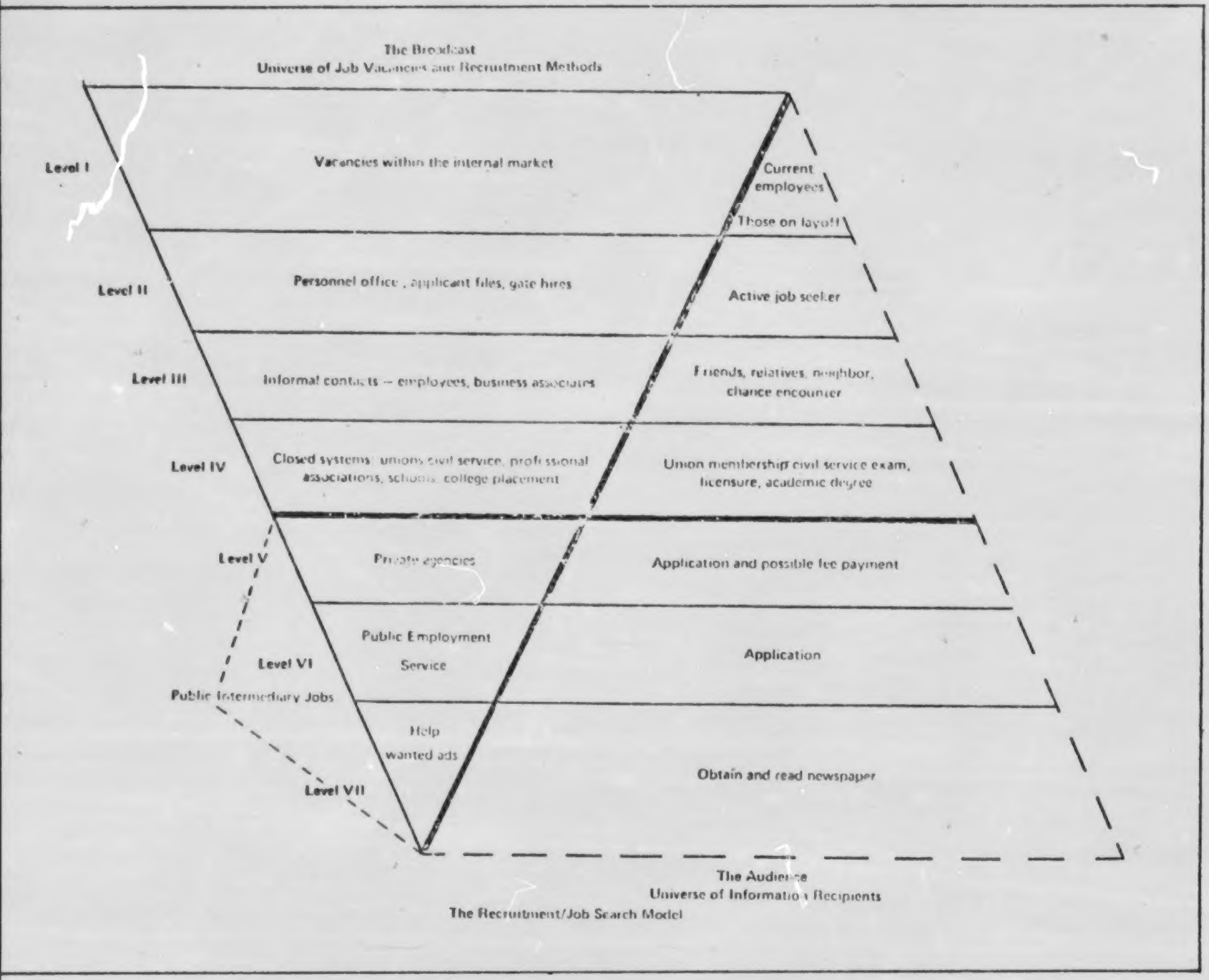
The Broadcast
Universe of Job Vacancies and Recruitment Methods
Level I
Vacancies within the internal market
Current employees
Those on layoff
Level II
Personnel office , applicant files, gate hires
Active job seeker
Level III
Informal contacts -- employees, business associates
Friends, relatives, neighbor, chance encounter
Level IV
Closed systems: unions civil service, professional associations, schools: college placement
Union membership civil service exam, licensure, academic degree
Level V
Private agencies
Application and possible fee payment
Level VI
Public Employment Service
Application
Public Intermediary Jobs
Help wanted ads
Level VII
Obtain and read newspaper
The Audience
Universe of Information Recipients
The Recruitment/Job Search Model

FIGURE 2.1 The Recruitment-Job Search Model

Level I refers to those jobs which occur in the internal market for which a competitive choice is made, either by transferring or promoting current employees or recalling those on layoff. It requires an actual change of incumbents, not merely a change of job content for the same incumbent. There is little statistical evidence regarding the size of internal labor market transfers, promotions, or recalls. Even those jobs occurring at "ports of entry" are likely to be posted or made known internally before recruiting from outside sources. Though the employed worker comprises the largest group in the labor market statistically, this group is represented as the smallest tip of the upright pyramid (Figure 2.2) because the information concerning the vacancies and recalls that occur in the internal market does not, by definition, go beyond the immediate work force of a particular employer. In terms of this discussion, Level I has little relevance. However, the "ports of entry" into the internal market are relevant and the practice of internal posting or informal announcements there gives an edge to the relatives and friends of current employees, reducing the number of jobs that emerge into the public domain.

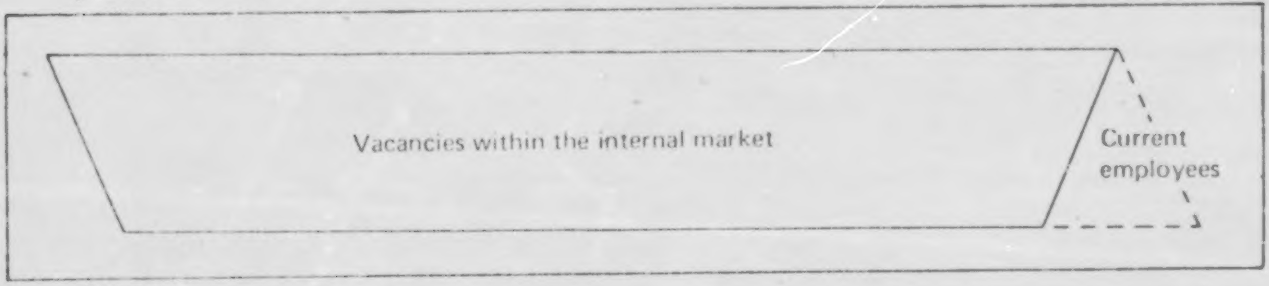

FIGURE 2.2. Level I - Internal Market Job Change

Level II refers to those matches which occur as employers hire individuals who come to their establishment in search of work. It is listed as the second level (Figure 2.3) because it is the method shown by both the BLS and Camil studies to produce the greatest number of successes for job seekers. The BLS study of job seekers found that 35 percent of the respondents found their jobs by applying directly to the

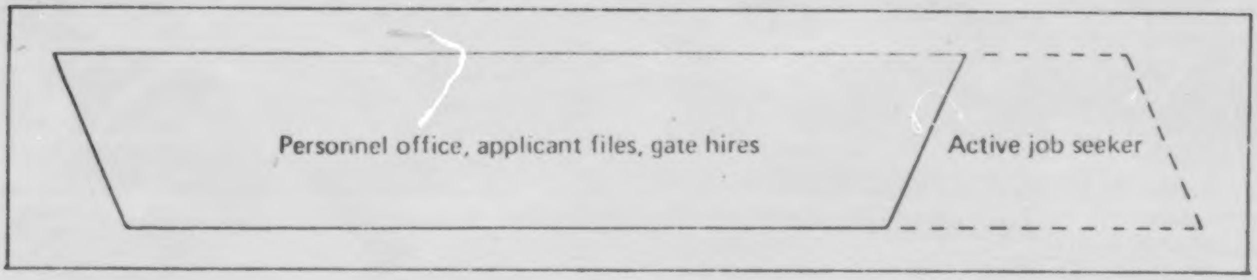

FIGURE 2.3. Level II - Gate Hires, Self-Propelled Job Seeker

employer "without any suggestions or referrals from anyone." This corresponds roughly to the Camil findings from the employer's point of view -- 39 percent of the hires came from a combination of gate hires and applicants already in the employer files. Presumably, the aggressive, self-propelled search is initiated by job seekers rather than employer announcements. It is these persons who position themselves into an "audience." Whatever other efforts the employer may have made to broadcast his opening, those announcements were allegedly unheard by the persons who obtained the job since both surveys suggest that they had no prior knowledge of the existence of an opening.

Of this there is cause for question, however. Does one arise in the morning and set out to an employer's establishment with no prior knowledge of the possibility of a vacancy, or no suggestions from anyone? The last act in the search process is the anxiety-producing and difficult task of approaching and talking to the employer. People who survived that experience and were hired might tend to think of their own efforts as the critical and possibly the only factor in the job search, resulting in an "I got the job myself" syndrome, ignoring the preceding steps. It would be a research challenge of the first order to make clear distinctions between:

(1) Actions taken without any prior information
(2) The reasons for such actions
(3) The amount, nature, and sources of information received

(4) Actions taken by the person because of information

(5) The actual degree of intervention by intermediaries

The examination of methodology in the two studies was not reassuring. Neither appeared to make a clear and critical distinction in the minds of respondents between obtaining vacancy information -- "hearing about a possible job" -- and the method used to get a job, which suggests an active act to the respondent or the active intervention by a third party -- "someone got me the job." In fact, the wording on the BLS study questionnaire increases the uneasiness because it asks if the respondent had "applied directly to an employer without suggestions or referrals to anyone." Since want ads are not an "anyone," respondents might reasonably assume that if the source of information was a want ad, it didn't count as a suggestion or referral and their responses would add significantly to the volume of individuals who got their job "by going directly to the employer, with no prior knowledge."

Both studies provide data about the characteristics of those job seekers who "go directly to the employer," in terms of age, sex, and race. However, there is room for conjecture about what it is that distinguishes individuals who normally engage in such aggressive job search behavior from those who normally use an intermediary.

It can be conjectured that the direct employer contact method is used with varying degrees of sophistication by all kinds of job seekers. There are those with highly sought after skills, credentials and experience, who know exactly where to go and how to present themselves to the best advantage. Such individuals know their own markets far better than any intermediary possibly could, and they have little need either for the public announcement or intervention. Though not within the internal market, as delineated by a particular enterprise, the attachment to a portion of the market is so strong that separation from an enterprise does not necessarily result in a significant loss of bargaining power. Such individuals might seek a formal or informal intermediary only if their own knowledge fails them or if they have lost their position in the queue because they have chosen to leave it and are exploring other alternatives.

There are other job seekers, less assured of their position, who nevertheless conduct a purposeful, well-organized search for work, concentrating their efforts on the company, the industry, the location, or the occupation in which they are interested in establishing themselves.

Among those who get their jobs by going directly to the employer are those individuals, most often in unskilled, low-pay occupations, who conduct an aimless, limited, "hit-and-miss" search for work, checking the same few known employers on a prescribed route, or presenting themselves to the employer's gatekeepers by announcing "I'll take anything." Such individuals may lack the aggressiveness or knowledge necessary to solicit the aid of intermediaries, either formal or informal. Such was the assumption in the 1960s which resulted in the development of manpower "outreach concepts." They too, are part of the Level II gate hires.[4] In the view of some researchers,[5] "people who seek and find low and semi-skilled jobs on a hit and miss, trial and error basis" are offered as a major explanation for excessive turnover rates.

There is considerable empirical evidence that many employers in Level II prefer to hire people who make an independent search for work to those that are sent by the public employment office because they regard such individuals as better risks in view of the demonstrable self-propelled desire to work. Employment service referrals are often regarded, perhaps unfairly, as less work-oriented individuals who are forced by the work test to accept referrals.

The informal intermediary method, delineated by Level III (Figure 2.4) in the recruitment-job search model, depends upon the employer making

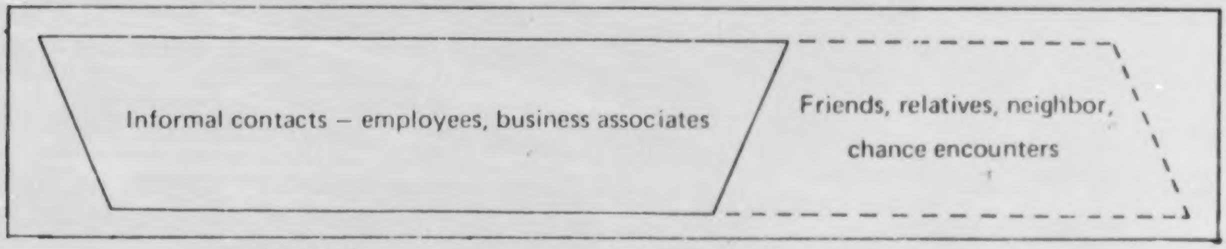
Informal contacts – employees, business associates
Friends, relatives, neighbor, chance encounters

FIGURE 2.4. Level III - Informal Intermediaries

his or her vacancy known to the closest environment -- the firm's employees, business associates, friends. The job seeker counterpart is that group of individuals who obtained their jobs through friends and relatives -- word of mouth.

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[4] According to researchers in the private as well as government sector.

[5] Samuel H. Cliff and Robert M. Hecht, Datamation (February 1971), vol. d, no. 3.

The degree to which jobs are filled through this informal activity is strongly supported by both the Camil and BLS studies. Camil found this to be the most effective search method from the employers' point of view: 44 percent of their work force was obtained by inquiring among their own employees and business associates. The job finder data are roughly similar in both studies. Friends and relatives method produced job matches for 26 percent of the job finders in the BLS study and 30.7 percent in the Camil study.

Almost everyone functions in some kind of informal market. Some individuals and groups have a much wider acquaintanceship in the "in" community than others. This lack of "in" -- knowing people in a position to recommend someone for a job -- has often been offered as one of the most potent explanations for continued institutionalized race, sex, and age discrimination.

Each vacancy is broadcast through a series of micro-markets where it is announced to a limited audience. The audience needs to know somebody who is associated in some fashion, however remote, with the employer in order to hear the announcement and to make the judgment of its appropriateness. What information job seekers pick up in those informal markets may be only accidental, but it may be tangentially related to aggressive and motivated job search behavior. Even among friends, if you don't ask for help, you don't get it.

To summarize Levels II and III -- roughly two-thirds of the job-person matches that take place do so without requiring the employer to broadcast the vacancy information beyond his or her immediate environs and without the intervention of any external third party or system. Whether such matches produce the most advantageous situation to both parties, or whether scientific screening methods are preferable, as suggested by the Cliff paper, are moot questions, but they do have major policy implications for the employment service.

The closed-system level (Figure 2.5) indicated on the juxtaposed pyramids could be defined as a job broadcast, either by contract or by choice, to a preselected, narrowed audience attached to some group, position, or system that separates it from the rest of the competitors by requiring "rites of passage" in order to hear of the job opening. The circle may be wider, the broadcast may have higher volume, but it is nevertheless limited. There may be fewer jobs for a larger competing audience, but the controlling mechanisms keep the size of the potential audience in check.

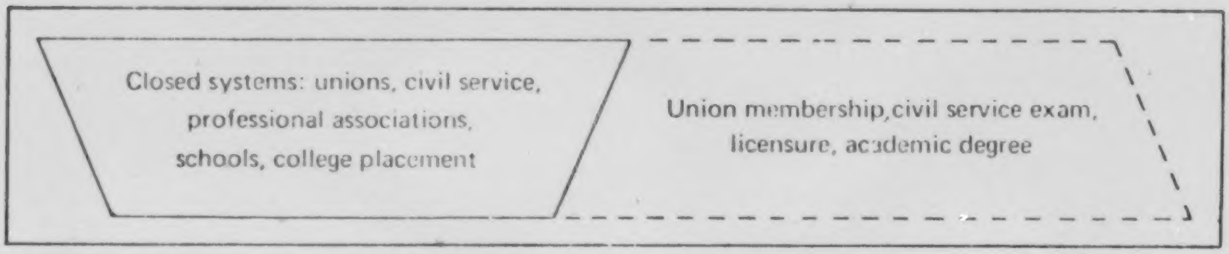
Closed systems: unions, civil service, professional associations, schools, college placement
Union membership, civil service exam, licensure, academic degree

FIGURE 2.5. Level IV - Closed Systems

This category is less clearly defined in the Camil and BLS studies. Camil data do not include government employers or job seeking efforts in the civil service. In the BLS study, the job seeker categories applicable to this closed-system level are school placement, civil service, teacher or professor help, ads in trade or professional journals, and union hiring halls. Together they account for 8.4 percent of the successful job search methods.

Beyond Level IV, a job vacancy enters into the public marketplace as an announcement to one or more of the three intermediaries. Which one the employer chooses and why is explored in the latter part of this chapter.

The private employment agencies (Figure 2.6) have been defined as one of the public market intermediaries, with some qualifications. They play a very singular role. They share characteristics with the public intermediaries to the degree that they are one of the options available to an employer who requires workers in certain occupations in which they operate a brokering service. But the option is not open to all job seekers, even within those occupations. Not only do agencies charge a fee to either party, but they are able to limit the population they serve because they exercise the prerogatives of selecting and rejecting the clientele upon which they will expend effort. Neither the public employment service nor the want ads have such prerogatives.

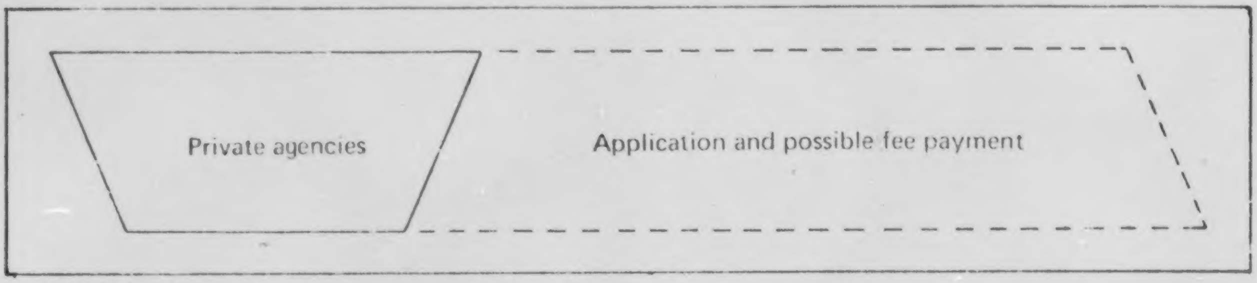

FIGURE 2.6. Level V - Private Employment Agencies

For example, an April 1976 news story from Washington, D.C., described a study conducted of some of the largest and most reputable private agencies in the area.[6] The story alleged that 75 percent were willing to accept a job order for a "white only" applicant, and an even higher percent were willing to work on an order which designated sex.

Difficult to place applicants are also screened out by the use of proficiency and other types of screening devices which not only eliminate the unqualified applicant from exposure to a particular job opening, but also as agency clients, thus relieving the staff from any further expenditure of placement energy or time. The audience is narrowed and "creamed." The employment service, as a public agency, is obliged to continue to work for and with the less qualified applicant, both as a matter of law and public policy. Want ads, of course, are available to anyone. The contrast tends to cast the private employment agencies in the role of an outstationed employer personnel office as well as a public intermediary.

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[6] Francis Moshosh and Richard Pollack, "D.C.'s Great Employment Scam," Washington Newsworks (September 31, 1976).

According to the BLS study, private employment agencies are most successful in placing people in managerial and clerical jobs, but are also active in professional placement. The private agencies generally specialize in groups of occupations or in an industry. Besides clerical occupations, agencies specialize in servicing industries such as medical, legal, engineering, accounting, data processing, insurance and banking, chemicals, plastics, food services, teachers, and household help. Camil found that the fee was paid by the worker in 60 percent of the jobs obtained through private employment agencies.[7]

Though private agencies are a labor exchange institution, their activities are cloaked in so much secrecy as to defy a direct study of their impact and role. Nevertheless, both the Camil and BLS study indicate that job matches occur through the use of private agencies to a slightly higher degree than they do through the employment service. A synthesized profile of individuals who obtained employment through private agencies, according to both studies, would be that of a younger white woman mainly in clerical, managerial, and professional occupations.

This study, then, is measuring and comparing the employer's choice between the two most public of the intermediaries (Figure 2.7). The rationale for the comparison comes from the conviction that the help wanted ads and the employment service are more similar to one another in the role they play in labor exchange than either are to any other intermediary. The following reasons can be cited:

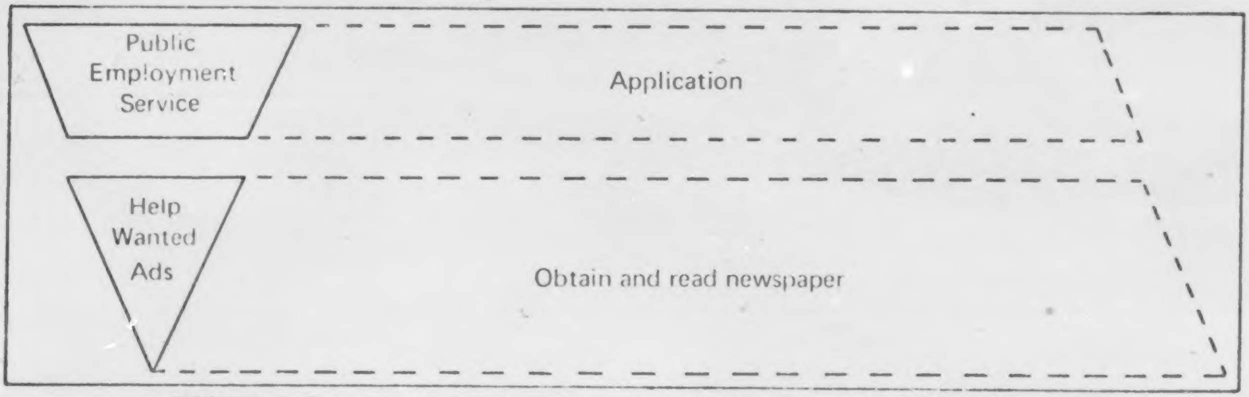

FIGURE 2.7. Level VI & VII - Want Ads and Employment Service

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[7] This percentage may be influenced by the size of the cities in the Camil study. Larger cities would tend to have a higher volume of upper bracket administrative and professional jobs, with the fee paid by the employer.

- Each is a mechanism available for uninhibited use, free or at nominal cost, by nearly any part of the public on both sides of the labor exchange.
- Neither job seeker nor employer is compelled to use want ads or the employment service as an exclusive method for filling an opening or obtaining a job.
- Unlike other labor exchange mechanisms, want ads and the employment service are able to maintain very little, if any, control over the volume or the characteristics of their users, be they employer or reader/job seeker.
- The use of either involves an active, formal act on the part of the employer which steps beyond the search within his or her own circle or environs.
- Neither charges a fee to employer or job seeker for the brokering service, though there is a minimal cost to the employer for advertising a job.
- Both operate in the same local market, subject to the same vicissitudes of economic and demographic conditions or competition from other closed hiring channels.
- Both are central repositories for the dissemination of job vacancy information which is available to the general public.

There are, however, critical differences between the two which cannot be ignored. The most important, of course, is their different labor exchange functions. Both receive and disseminate vacancy information, but the employment service has the broker function -- the task of effecting a match.

Want ads are a commercial venture. The classified section of a newspaper advertises all types of services and goods. The revenue produced by the help wanted section is surpassed by automotive and real estate advertising. Even within the help wanted section, the columns are not necessarily dominated by the local employer. In fact, purposes other than labor exchange are served. It is the chief publicity arm for the employment broker industry -- the private employment agencies. Its Sunday space is used as a major recruiting tool for the national and regional labor market. As a commercial venture, its raison d'etre is revenue and it is not centrally concerned with serving the local labor market or fulfilling a social or economic function for the community, though it may actually do so very successfully.

The employment service, on the other hand, is a government agency mandated to provide a labor exchange service to the community. Its major purpose is to order the labor market and facilitate its functioning. Its main users are the local employers and the local job seekers. It exists to fulfill a social and economic need for the community and the country.

From the job seeker's vantage point, there are also important differences between the two mechanisms:

Want Ads	Employment Service
• Must be literate in English to use the paper. Paper needs to be purchased.	• Must be mobile to get to employment service. Requires transportation costs.
• Provides intermediary function seven days a week, any hours.	• Operates five days a week, 8:00 a.m. to 5:00 p.m.
• Want ad listings can be reviewed and initial job search can be conducted from home.	• Employment service local office must be visited to obtain full information of flow of new jobs. Often involves waiting time. Where there is a Job Information Service, there is access not only to all job listings, but other types of information such as Civil Service listings, and so forth.
• Listings provide easily accessible labor market information about all occupations in demand in the local labor market, and to a degree, outside of it.	
• Job seekers select the job listed that they wish and can often identify the employer and location.	• Placement interviewer intervenes in self-selection process. Employer identifying information is withheld until it is determined to be an appropriate referral.

Want Ads	Employment Service
• No criteria operates for providing adequate job information. This reduces ability of the job seeker to make rational choices. Job information may be missing, distorted.	• Standard job specifications and requirement information are obtained and recorded for every job. Extraneous self-serving employer claims are less possible. All relevant information is provided to the job seeker.
• Job seeker is induced to buy broker services through the advertisements of private employment agencies which dominate the want ad sections.	• Job seeker may have free broker service which includes job development efforts, information about the employer, intervention and advocacy.
• The audience for want ads is much larger, more diverse, and includes individuals whose activities as job seekers are marginal.	• The user audience is much smaller, consisting of deliberate job seekers.
• Job seeker is exposed to the opportunities presented by the no-fee broker service as well as those offered by the temporary employment agencies.	• Job seeker may have access to job search assistance, counseling, referral to other community resources, and to special manpower programs.

RAMIFICATIONS

As a process, the foregoing description is a model unrelated to the state of economic activity or to other special circumstances which would affect the speed and volume of jobs that filter down to the public domain. It need hardly be said that a tight market would drop a larger volume of jobs more quickly into the lap of the public intermediaries.

A number of conditions other than the type of job to be filled and the state of economic activity may cause some employers to place jobs in the public domain more quickly and more frequently than other employers. The Executive Order for mandatory listings with the employment service as well as the need to announce an affirmative action policy may force a job into the open market, though nothing implies that the hiring pattern would depart from the sequence of preference suggested in the diagram. In addition, there are conditions that are uniquely suited for the public broadcast of jobs. Such conditions might include new employers establishing a plant requiring a full complement of workers; a foreknowledge or assumption on the part of the employer of scarcity in a particular speciality; imperfect information that causes the employer to offer a job that is less desirable and requires a wide audience to fill; an employer hiring so infrequently that he knows little about worker availability.

And, indeed, employers may "go public" and yet continue to search their closer circles from which they prefer to hire. This may account for much of the cancellations of orders placed with the employment service, a conjecture that would be verified or disproven by exmaining the reasons for order cancellation in terms of the levels suggested in the diagram.

However, none of these conditions seriously impinges upon the essential thesis that, given a rational alternative, an employer prefers to fill vacancies from the closest and most intimate environs available. Why this is so, why the informal market and informal intermediaries such as friends, relatives, and employees are so successful in filling the employers jobs, is subject to conjecture. Cost savings in speed, advertising rates, fees, and employer interviewing time are probably the most rational explanations! The psychologically oriented observer might attribute employer behavior to the universal desire of people to surround themselves with others most like themselves. The narrower the audience, the smaller the risk factor in hiring. It is also possible that informal intermediaries are better able to impart richness of detailed information about the job or the job seeker which is more valuable and more reliable than that which can be imparted and supplied by formal announcements and intermediaries. One thing is certain: the informal, closed-circuit "brokers" are not more skilled, nor more knowledgeable in the labor-job matching arts than the "professionals." And yet, these processes result in 65 percent of the job matches that occur.

Everybody throughout the pyramid has access to the jobs that appear publicly, but the persons in the lower portion of the pyramid do not, at that given moment, have access to the jobs that are announced to the smaller segments. Inherent in the process is a tendency for a decreasing share of the total vacancies in the market to be announced to an enlarging competing audience. And, since there were no takers in the smaller micro-markets, it can be assumed that either the job is less desirable than the jobs that were filled or that there are fewer individuals available with the required skills, and, therefore, to find them requires a wider broadcast.

LABOR EXCHANGE MODELS

As has been said, the critical difference between the employment service and the help wanted ads is in the broker function: want ads are purely a broadcaster of labor market information. The employment service, though it broadcasts its jobs in the job information centers and permits a measure of self-selection, is also presumably a brokerage. It plays a third-party role in bringing together the job and the person. The private employment agency, on the other hand, is purely a brokerage. To clarify that contrast, it is necessary to define the use of "broker" more carefully. As used here, "broker" describes a variety of specific activities which call for an increasing degree of intervention at each step. These might include:

- Narrowing the audience by providing accurate job descriptions, titles, and codes
- Controlling the flow of applicants
- Giving information which shapes the expectations of either employer or job seeker
- Searching the market within and outside the institution for the worker or the job
- Selecting an appropriate worker or an appropriate job
- Selling and convincing either party to accept contact
- Arranging the meeting
- Following up the results
- Continuing with other match efforts if the first fails

The dual broadcast-brokerage role played by the employment service is analytically confusing. Because each of the two commercial intermediaries are more purely one or the other, a dissection of their basic behavioral and organizational elements provides a vantage point from which to view the employment service in its various permutations.

The Broadcast Model

The help wanted ad section can be likened to the owner of the premises of a farmers' market which rents stalls. The owner has rules for use, he provides the premises and the parking space. But, essentially, each stall occupier decides how to display his goods, what he will sell, and for what price.

The buyer and the seller negotiate directly with one another and the owner of the premises has no function other than to ensure that all the stalls are rented, and that the renters adhere to those rules which are designed to prevent behavior that will jeopardize the entire operation.

The help wanted ad section is rewarded in proportion to the volume of labor market information received on the one hand, and the dissemination of that information to the public through sale of newspapers on the other. It offers the information to an indiscriminate applicant supply; any reader is a potential user of that labor market information. Its responsibilities end with the display of the ad. All jobs are accorded the same treatment, so far as the intermediary is concerned.

Internally, the newspaper has discrete structures to deal with each side of the labor market and one has no relationship to the other. The classified ad section deals only with the employer and other advertisers. The job seeker, as a member of the public, is the concern of the circulation section. The "sales" efforts -- to increase revenue either through the sale of more help wanted space, or the sale of more newspapers -- are unattached to and unrelated to the labor exchange processes.

Job seekers using want ads are engaged in a self-screening process. Employers may, in fact, employ screening devices within the ads. Such devices include repressing the identifying information, requiring a telephone call or a letter in response, or using highly technical language in the ad itself to discourage inappropriate responses. The employer could also induce responses by repressing negative information or distorting earning potentials. The only assistance offered by the newspaper is the rental of a newspaper box number for responses, and sometimes in wording and abbreviations.

The relationship between the employer and the want ad taker is totally impersonal. Any one of many want ad takers may respond to the telephone order. The person taking the ad makes no claim to expert knowledge of the supply side of the market, nor of occupational variables or prevailing rates.

The inherent promise made by the intermediary is only that the information will be accurately and properly displayed. There is no onus laid at the door of the intermediary if employers fail to get responses or get inappropriate responses. The employer might fault the state of the economy, himself for ad wording, or the "lazy" unemployed. But the intermediary, having accepted no responsibility for the consequences, would be free from censure.

In a broader sense, of course, the newspaper has a vested interest in the results of all of their classifieds. If no employer ever filled his job through listing it in the help wanted section, eventually that part of the paper would be "out of business." But the want ad section does not participate in the process. Actually, the paper rents space to an employer. The sale of the newspaper to the reader/job seeker is the act of selling labor market information.

In short, the broadcast model is impersonal, does not require that the same person or structure deal with both sides of the market, allows the two sides of the market to find each other and makes no promise to facilitate that transaction other than broadcast.

The Broker Model

The broker role of the fee charging private agencies in the labor exchange is akin to that of the marriage broker: If the meeting between the two "takes," the broker has earned his fee.

Awards are entirely dependent upon effecting a match between job seeker and employer, whichever pays the fee. The job and applicant information is owned and controlled by the broker. No effective self-screening is possible. Only a small portion of the job volume is publicly displayed, and the information that is advertised is geared to attract business to the agency rather than to broadcast specific openings. The critical, detailed, identifying information is not divulged until a screening process has taken place and the third-party role is ensured. In effect, what is sold _is_ information. Unlike the want ads, the broker determines what information is required from the employer and the job seeker.

The attitudes and the promises inherent in the broker stance, whether the fee is paid by the job seeker or employer, can best be placed in the first person:

(1) "I have access to and information about jobs or applicants (depending on the client) which is unavailable to you."

(2) "I have more accumulated knowledge and expertise about jobs (or job seekers) than you have."

(3) "It is available to me because I know and deal with the opposite side of the market from that which you occupy, and I am a respository of such knowledge."

(4) "Both information and intervention are necessary ingredients for labor exchange."

(5) "I can, from this position of greater expertise and privileged information, find you a better job (or worker) than you can get for yourself."

(6) "As your advocate, I will negotiate, mediate, search the market, and 'sell' you (job or worker) to the other party."

The role of the broker is to find and select who to give what information to so as to cause a match.

For the broker's claims to be true or at least accepted as true by the user, an organizational structure which will underpin the function is required.

(1) The same person must deal with both sides of the market. This is an essential ingredient of brokering in any field. Neither the marriage broker nor the real estate agent can bring bride to groom or home seller to home buyer if they know nothing about the bride or the home; or more to the point, many potential brides and many potential homes for sale. This is the only basis upon which there can be a claim that a knowledgeable selection was made.

(2) Since special knowledge is one of the inherent promises, it can best be attained or simulated if the broker specializes in the field that requires that type of expertise. Specialization would be in a group of occupations or an industry where the brokering activity is most likely to be needed. Specialization would ensure knowledge of subtle, refined, and detailed differences between levels of applicant skills, jobs, and employers usually in the local market. The variables within an occupation would thus become familiar.

(3) The relationship requires a high degree of personalization in order to develop trust. The service offered is somewhat amorphic, its "professionalism" hardly as palpable as filling a cavity in a tooth. To ensure a steady following, with return business, it is necessary to shift from the public intermediary, impersonal role, into one of liaison, fulfilling the employer's desire to hire people most like himself. In a sense, the broker becomes a surrogate for members of the employer's staff, or the business associates and friends from which preferred information concerning available job seekers would otherwise come. For the anxiety-ridden and uncertain job seeker, the broker must act as an advocate to smooth the way into a job match.

(4) To fulfill the inherent promise to search the entire field of available workers or jobs, the same person who is making the match must be involved in an active search for new business -- advertising for applicants to keep the promise

to the employer or calling employers to get job listings in order to keep the promise to the job seekers. Private employment agencies do not separate these functions. They all reside in a single person, as they do in most middleman, broker activities.

(5) When the employer or the job seeker does not get any response or gets a poor response to the enlistment of intermediary aid, the onus for the failure falls on the broker -- not on the economy, or the quality of the job or the applicant supply. Once the broker has accepted a client, he essentially accepts responsibility for failure. In the truest sense, the broker is the outside personnel officer for the employer, a consultant brought into the service of the employer for a specific task. The employer either pays for that service himself, or when a fee is required of the worker, the employer passes his recruiting costs onto the job seeker.

(6) Private employment agencies tend to cream the supply, seeking salable applicants and the most matchable jobs upon which to spend their energies, since this is the source of their livelihood. Perhaps because they understand the nature of the public intermediary market and the fact that jobs are falling upon a large body of less attached, less "desirable" individuals, the private agencies place their greatest advertising emphasis on bringing in a stream of people so as to cull the audience for top applicants and expend less effort to ensure the flow of job openings.

In short, the broker model requires that a single entity incorporate:

(1) Dealings with both sides of the labor market as well as the development of new business

(2) A highly personalized type of service, depending heavily on winning trust

(3) Specialization in occupations or groups of occupations or industries

(4) Selective culling of the audience on whom to spend effort

The two models -- broadcaster and broker -- are inherently conflicting if both are operating at the same time in the same area for the same jobs. If the main effort is the centralization and broadcast of labor market information for purposes of self-selection with few restraints on the audience that competes, the broker role becomes less and less tenable.

The Employment Service

The employment service clearly contains elements of both models:

- To the degree that it determines what information is extracted from the employer and applicant, organizes and clarifies it, and also controls the referrals, it emulates the broker model.
- It is rewarded for the match -- the placement -- which is a broker characteristic.
- Like the broadcaster, the employment service subjects all jobs to essentially the same process. It makes no formal or operational distinctions among jobs in terms of the degree of brokering effort expected, needed, or possible.
- To the degree that it structurally separates dealings with the applicant public from dealings with the employer, it emulates the informational model. The centralized order-taking unit is a near replica of the want ad taker.
- Occupational or industrial specialization glides along between the two models, though centralized order taking has significantly decreased occupational specialization, sending the agency in the direction of a broadcast model.
- Job Bank and computerized job-person matching clearly moves in the direction of the depersonalized information model, despite the matching function of the computer, unless the computer is used as one of the tools of the broker.
- Displaying all or nearly all the job orders for public scrutiny and self-selection increases the tendency toward the labor exchange broadcast model, but the withholding of identifying information clings to the broker function.

- The degree to which the employment service does not cull the audience, test, reject, and reduce its applicant users, it emulates the broadcast model.

Though the analysis suggests a functional approach toward examining the employment service, the authors take no position on a preferred or possible role for the agency, being too well aware of the pitfalls and violations of public policy that are inherent in pursuing either model. It is, however, possible to suggest that since all occupations and all employers clearly do not require or expect an equal level of brokering effort, all should not be handled uniformly. A better delineation between which occupations and employers require how much brokerage, arrived at by mutual agreement with the employer, might begin to offer some guidelines for structure and behavior.

This, then, brings us to the study in question. When employers enter their vacancy into the public domain, what are their criteria for choices among the available intermediaries? When and why do employers choose to use both the employment service and want ads? What are their expectations from both? When they use both for the same occupation, is it fair to assume that they perceive both as providing access to a pool of job seekers from which to draw referrals -- the broadcast function?

The Camil study suggests that there are considerably different expectations, and various degrees of complaint or satisfaction. Only 31 percent of the employer users of the employment service expect careful broker-type screening. Another 14 percent want preliminary screening. However, fully half of the employers in the study expected nothing more than that the employment service send "qualified people," according to the Camil study. The study concludes that this latter group of employers was using the employment service as a centralized broadcast mechanism, dropping their vacancies into a pool of known job seekers. The study further suggests the likelihood that the greatest amount of dissatisfaction with the employment service stemmed from those employers who had apparently regarded it as a broker and were dissatisfied with the quality or the absence of referrals. The Camil study indicates a heavy degree of multiple listing in want ads and the employment service.

The ensuing chapters provide insights into the labor exchange role now being assigned to the employment service -- not by government policy makers, economists, social scientists, legislators, or others who are not directly involved in labor markets themselves, but by employers. Until policy makers look squarely at the employer-generated role for the employment service and the reasons for it, an air of unreality will underlie all attempts to "define" the essential function of this agency. It can only do well that which is requested of it by the employers and workers who own the jobs and the skills. There is no use criticizing it for not doing what is beyond its power and which is not placed within its scope.

3

DESCRIPTION OF THE PROJECT

The rationale for the data collection procedures used in the study can best be illustrated by following the footsteps of a composite job seeker, engaged in the search for work at different points of time, with varying degrees of intensity in the job search effort. He (or she -- six chances out of ten our job seeker will be male, but that makes no difference to our analysis) is neither interested in nor eligible for training, work experience, on-the-job training, or any subsidized employment opportunity emanating from manpower programs. He is willing to accept full- or part-time, temporary or permanent work, except casual labor lasting three days or less. He is literate in English and free of those physical handicaps which would prevent him from visiting the employment service local office. Our job seeker is unwilling to commute beyond usual commuting distances for the labor market area. He is also unwilling to pay a fee for obtaining a job, and is generally reluctant to respond to the ads placed by private employment agencies. He may or may not use various other job search methods, but this study perceives the labor market through that job seeker's experiences with help wanted ads and employment service listings only. Our job seeker lives in any of the twelve areas under study and looks for a job periodically and sometimes every day.

In his periodic or daily search, he encounters the stocks and flows of jobs placed by employers in the two intermediaries, which is the source of the data. This chapter describes the file, the study sites, and the way in which the data are handled.

THE BASIC FILES

The study draws on two data sources -- want ads and employment service listings -- which are organized into three files for analysis: the stock, the flow, and the match studies.

Stock Data -- The First Day of Search

Our composite job seeker begins the search for work on the first day of the month, after all orders closed during the preceding month have been removed from the active file and before new ones have been added. As he visits the employment service office, he has access to all open orders in the office on that day. On the closest Sunday, he examines every ad listed in the help wanted columns. He rejects those jobs that he cannot locate within the area, those ads placed by private employment agencies, and those he perceives to be earning opportunities other than jobs. All ads placed by employers for work within that same labor market area are presumed to describe jobs which are open and available to him.

The stock analysis consists of a comparison between the opportunities for work he finds in each system for twelve months, beginning with the end of June 1974 through the end of May 1975 in twelve labor market areas. Thus we follow him through a set of twelve periodic snapshots of the inventory of job listings in each of the two public intermediaries -- the employment service and help wanted ads.

Flow Data -- The Daily Search

In the flow study, the stance and image of the job seeker are altered. He now has a prodigious memory and is engaged in an active, daily search for work. Beginning with the last Sunday in September 1974 (a stock day), he scans each daily edition of the newspaper want ads for four weeks. He brushes aside the ads he had seen the day before and selects only the new listings. He does the same in his daily visits to the employment service, beginning with the first working day of the month.

The flow analysis consists of an examination of new jobs that flow through each system during four weeks in October, and a comparison between the two in the twelve areas.

Combining the one-day stock with the flow constitutes the total opportunities to which the job seeker is exposed in a month's search for work.

Matched Data -- Encountering the Same Employer

This analysis is an attempt to define the degree to which the job seeker finds that the same employer listed jobs in both mecnanisms during the flow month. It can be likened to the experience of observing the actual behavior of a large group of employers as they pursue efforts in both mechanisms to fill their jobs.

Using telephone numbers for matching purposes, the analysis converts the flow listings in both mechanisms into discrete employers and then searches the two files to select the same employer who used both. These employers are defined by industry and analyzed by the volume and occupational listings in each intermediary, the sequence of their use of the two intermediaries, and the length of time the job appears as open.

STUDY SITES

The selection of study sites was subject to a variety of considerations which included feasibility constraints as well as the appropriateness and diversity of all relevant conditions.

Scope

Of the twelve areas selected (Table 3-1), eleven incorporated the entire standard metropolitan statistical area (SMSA). Where the jurisdiction of the local offices serving the SMSA extended beyond it into territory with little economic activity, the geographic scope for

TABLE 3-1

STUDY AREAS BY POPULATION AND PERCENT OF RACIAL MINORITIES

Study Areas by Size Group	Population of SMSA	Percent of Racial Minority in SMSA	Population of City	Percent Minority in City	Percent SMSA Pop. in City
Group A					
Atlanta, Ga.	1,390,164	23%	496,973	52%	36%
San Diego, Ca.	1,367,854	8	696,769	11	51
New Orleans, La.	1,045,809	31	593,471	45	57
Group B					
Dayton, Ohio	850,266	11	243,601	31	29
Richmond, Va.	518,319	25	249,621	42	48
Syracuse, NY[a]	636,507	4	197,208	12	31
(County)	427,746				
Group C					
Wichita, Ka.	389,352	8	276,554	11	71
Des Moines, Iowa	286,101	5	200,587	6	70
Jackson, Miss.	258,906	37	153,968	40	59
Group D					
Santa Rosa, Ca.	204,885	3	50,006	2	24
Portland, Maine	141,625	1	65,116	1	46
Boise, Idaho	112,230	1	74,990	1	67

[a] Though the population of the Syracuse SMSA falls in this group, a decision was made to limit the boundaries used in this study to Onondaga County only, which has a population of 427,746.

Note: The census designation "racial minorities" exclude persons of Mexican or other Latin origin.

SOURCE: 1970 U.S. Census

the study was extended to encompass the local office jurisdiction. It was infeasible to include the full SMSA in one area -- Syracuse. For that location, the study was limited to Onondaga, one of the three counties in the SMSA. The Portland boundaries reflected the SMSA activity during the study period but not the current SMSA as redefined in March 1976.

Population, Size, and Composition

The basic design sample was a stratification of SMSAs into four population groups, with three areas chosen from each group:

Group A: A million or more
Group B: 500,000 up to a million
Group C: 250,000 up to 500,000
Group D: Under 250,000

Within the SMSA group, areas were selected, based on two criteria:

(1) Diversity in socioeconomic environment
(2) Feasibility of getting comparable want ad and employment service data

Socioeconomic Diversity

As can be seen in Tables 3-1 and 3-2, the areas selected differ substantially in percentage of minorities, number of employing units, percentage of work force in blue-collar occupations, severity of unemployment, hourly earnings in manufacturing, and percentage of workers in low-pay and low-status jobs.

Of the twelve areas, four cities (Boise, Jackson, Richmond, and Atlanta) are also state capitals.

The regional distribution of selected sites were two each in the Southeast, Mid-Atlantic, Mid-South, and Southwest; and one each in the Northwest, Plains States, New England, and Midwest.

Feasibility Constraints in Area Selection

The area choices available for study were considerably narrowed by the following concerns:

TABLE 3-2

ECONOMIC CHARACTERISTICS OF STUDY AREAS

Study Areas Arranged by Size	Number of Employing Units (1974 covered)	Percent 1970 Census Employment in Blue-Collar Occupations	Industries with Unusually High Employment (compared to other SMSAs)	Unemployment Rate, 1974 Annual Average	Hourly Earnings of Mfg. Workers, 1974 Ann. Average	Percent Employment In Low-pay, Low-status Occupations (1970 Census)
Atlanta	34,605	30.3%	Trade, Trans. Comm. Util.	4.9	$4.20	11.2%
San Diego	22,610	28.8	Government Services	7.8	4.72	13.4
New Orleans	18,979	32.5	Trans. Comm. Util. Services	7.7	4.42	14.8
Dayton	12,810	39.5	Manufacturing	4.6	5.33	10.5
Richmond	9,695	32.0	Construction	3.1	4.18	11.3
Syracuse (SMSA)	11,010	34.4	Manufacturing	5.2	4.75	11.5
Wichita	7,333	33.0	Manufacturing	3.7	4.53	11.7
Des Moines	6,895	28.0	Finance, Real Estate & Ins.	3.1	5.24	12.4
Jackson	6,050	29.7	Government	3.3	3.22	15.0
Santa Rosa	4,707	30.1	Agriculture Government	9.2	4.55	15.2
Portland	4,453	34.0	Fin., RE & Ins.	5.5	3.68	12.6
Boise	4,827	26.4	Agriculture Government	4.6	N/A	14.2

SOURCE: U.S. Bureau of the Census, 1970 Census of Population; Research and Statistics units of State Employment Services in California, Idaho, Ohio, New York, Maine, Virginia, Georgia, Mississippi, Louisiana, Iowa and Kansas.

(1) Newspapers: To avoid the problem of duplicated ads, we had to select areas in which there was either (a) a single daily newspaper or (b) publications which shared the same advertising copy.

(2) Central cities: SMSAs with more than one large city were excluded not only because of the multiple newspaper problem but also because the survey design would be unnecessarily complicated if more than one center of job market activity existed in an area. For the same reason, adjoining highly active SMSAs particularly prevalent in the industrial northeast were excluded. In the Syracuse area, the geographic boundaries of the study are limited to Onondaga County because employment service local offices located within the SMSA but outside the county also serve active labor markets situated outside the SMSA.

(3) State boundaries: Because the collection of employment service data depended upon the use of tapes from state-operated computerized systems, areas were excluded which crossed state boundaries.

(4) Malfunctioning or transitory systems: ORC was advised by the national office of the Employment and Training Administration against selecting those states where, in their opinion, the data processing systems were malfunctional or in transition, thus creating problems of unreliable or untimely data.

Selection of Newspapers

Since the study was restricted to the local labor market, only newspapers with a predominantly local readership were chosen. Publications such as the Wall Street Journal, professional publications, and national ethnic and cultural papers whose want ads play something of a national labor exchange role, particularly for a select group of esoteric and difficult-to-find occupational fields, were eliminated as inappropriate.

All daily papers published within the SMSA were included. Those that were published less than five times a week were excluded because the lapse of time between the appearance of the job and the stock date decreased the likelihood that the job was still open. ORC explored all other types of local publications in which want ads might appear, obtaining copies where possible. These included shopping news, neighborhood throw-aways, penny savers, ethnic papers, small town newspapers, and others. An analysis of these publications revealed that the number of help wanted ads appearing in them collectively was insignificant. Often, the listed job was duplicated in the main paper. Most of these publications appeared only once or twice a week. All together they constituted less than 5 percent of the volume of the selected papers in the area. This perception was verified by classified advertising managers of the accepted papers.

The nineteen newspapers selected for this study are listed in Table 3-3. Help wanted ads from 705 editions from the nineteen newspapers were analyzed in this study.

COMPARABILITY AND INTEGRITY OF DATA

The study compares volatile information handled by two very different institutional entities. It was necessary to carve out precisely comparable perimeters as guidelines for accepting, treating, and manipulating the data, guarding against the pitfalls of an untried, analytical approach.

The Data Sources

The following data sources were used for the study:

Employment service:

(1) Stock and flow data sources
  (a) Job Bank job order master file tapes for eleven areas
  (b) MA-141, order master file ESARs printout for Santa Rosa every stock month and for San Diego, October 1974
  (c) Job Bank microfiche following purge for first six months of the study. and daily microfiche for flow study for Local Office 2005 in Dayton

TABLE 3-3

NEWSPAPERS IN STOCK AND FLOW STUDIES[a]

Area	Number of Papers	Newspapers	Weekly Frequency	Editions in Study	Paid Sunday Circulation
Atlanta	2	Atlanta *Journal*	7	39	579,141
		Marietta *Journal*	6	35	25,288
Boise	1	*Idaho Statesman*	7	39	66,417
Dayton	5	Dayton *News*	7	39	223,194
		Piqua *Daily Call*	6	35	13,000[b]
		Fairborn *Herald*	5	31	8,500[b]
		Troy *News*	6	35	10,000[b]
		Xenia *Gazette*	6	35	15,500[b]
Des Moines	1	Des Moines *Register*	7	39	480,249
Jackson	1	Jackson *Clarion*	7	39	114,773
New Orleans	1	*Times Picayune*	7	39	308,474
Portland	1	*Maine Sun Telegram*	7	39	111,703
Richmond	1	Richmond *Times*	7	39	197,261
San Diego	3	San Diego *Union*	7	39	292,899
		Escondido *Times*	6	35	27,117
		Oceanside *Blade*	6	35	19,403
Santa Rosa	1	*Press Democrat*	6	35	56,118
Syracuse	1	*Herald American*	7	39	241,396
Wichita	1	*Eagle Beacon*	7	39	187,620
TOTAL	19			705	

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[a] The data for this table, excluding those in footnote b, were taken from ABC Audit Reports.

[b] Taken from information in the daily papers. In some cases, there were no Sunday editions; thus weekday editions were used for the stock study.

- (2) Local office activities
  - (a) ESARS tables 7, 12, 9C, and 91
  - (b) Interviews with state, district, and local office administrators, labor market analysts, and data processing technicians

Environment

- (1) Labor market information
  - (a) Data and publications from research and statistics units of the State Employment Service
  - (b) U.S. Labor Department BLS publications
  - (c) U.S. Commerce Department County Business Patterns
- (2) Demographic information
  - (a) U.S. Commerce Department, 1970 U.S. census

Newspaper

- (1) Publications
  - (a) Ayer Directory of Publications (1974)
- (2) Newspaper want ads
  - (a) Subscriptions to study papers
  - (b) NICB index from 1951 to present
- (3) Newspaper circulation
  - (a) ABC audit reports for fifteen of the nineteen papers
- (4) Policy
  - (a) Interviews with classified advertising manager or his surrogate in seventeen of the nineteen papers

Units of Measurement

Traditionally, help wanted ads are measured by the number of ads or the number of column inches. To labor market analysts, and to administrators in the employment service, the most significant measuring unit within the agency is the job opening. Placements, cancellation, and penetration rates are interfaced and calculated on the basis of the job opening. However, to the job seeker using each mechanism, the number of openings which each listing represents is far less significant than the range and frequency of occupational categories found in the want ads or in the employment service.

The difficulty of ensuring that the unit of measurement used in this study was available in comparable form in both the employment service and in the want ads can be visualized in Figure 3.1. In the employment service, a new *job order* is written for each discrete occupational code or for career steps within occupation, e.g., junior or senior engineer. In the want ads, it is customary for a single employer to use a single ad to list all his jobs, but he has the option of splitting the ads, and sometimes does. The number of openings are generally unavailable from the want ads because of the use of plurals. The number of ads reflect the employer's options. However, the number of *occupations* listed in either system are the same.

In this study, *each occupation* listed within an ad was given a separate coding line and was the precise equivalent of a *job order* listed with the employment service. The findings represent a comparison of the frequency of all occupational opportunities available to the job seeker in each intermediary. For the sake of brevity, the want ad *line* (as against *ad*) and the employment service job *order* (as against *opening*) are referred to in this report as "jobs."

Accept-Reject Criteria

For consistency, it was necessary for the researchers to establish rules for determining when and what to count as jobs in the two intermediaries. The count of job orders in the employment service and job titles in the newspaper help wanted ads was restricted to those jobs for which *both* operated as labor exchange. Listings appearing in one mechanism which were either barred or unlikely in the other were eliminated in order to ensure comparability of the count.

Want Ads Accepted or Rejected

In the newspapers, all ads in all editions were counted. However, in order to be incorporated into the want ad file by job title, the following criteria were established, in keeping with the profile of the single job seeker:

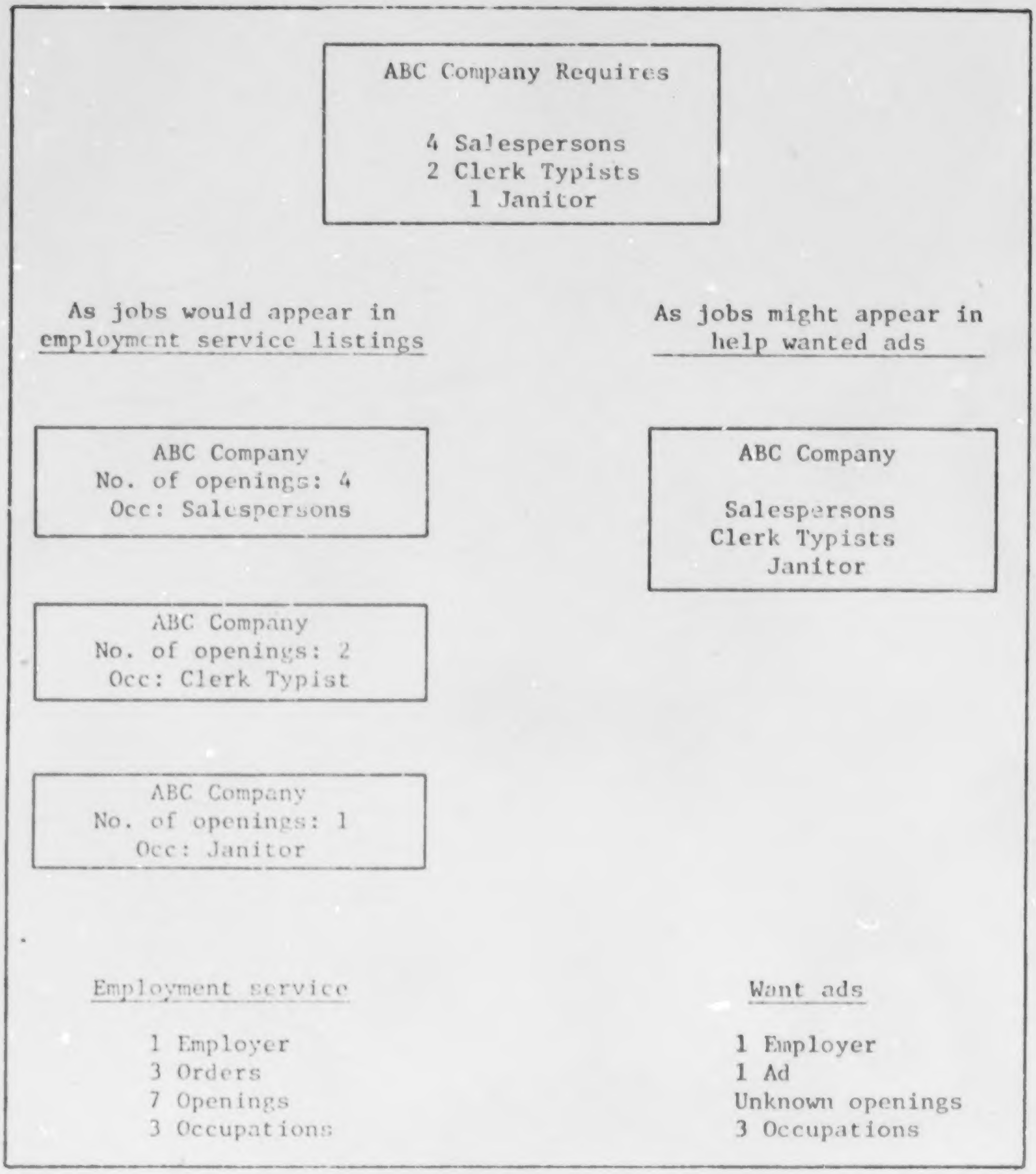
ABC Company Requires
4 Salespersons
2 Clerk Typists
1 Janitor
As jobs would appear in employment service listings
As jobs might appear in help wanted ads
ABC Company
No. of openings: 4
Occ: Salespersons
ABC Company
Salespersons
Clerk Typists
Janitor
ABC Company
No. of openings: 2
Occ: Clerk Typist
ABC Company
No. of openings: 1
Occ: Janitor
Employment service
1 Employer
3 Orders
7 Openings
3 Occupations
Want ads
1 Employer
1 Ad
Unknown openings
3 Occupations

FIGURE 3.1. Illustration of Units of Measurement

(1) Advertiser: The advertiser of the job had to be the employing unit. Jobs listed by private employment agencies or training institutions were rejected (with one exception to be noted later) since this study is examining the behavior of local employers in their choice between ads and the employment service. Ads placed by private employment agencies for jobs reflect the agencies' rather than the employers' decision regarding the use of the newspaper as a recruiting device.

(2) Location: To be accepted, the job had to be located within the geographic boundaries of the SMSA or the jurisdiction of the local employment service office. All ads either describing jobs outside the geographic boundaries of the study area or providing no clues about the location were rejected.

(3) Other earning opportunities: To be accepted, the listing had to be for a "job" rather than for types of earning opportunities not universally accepted as a job by the employment service. Such opportunities include recruitment for enlistment into the armed forces, Peace Corps, or other semi-volunteer activities, temporary employment agencies, and commission-only sales jobs. Employment services vary in their practices. However, many local employment service offices accept and display such opportunities though they may not regard them as jobs and do not put them into the Job Bank for statistical count.

The accept-reject information provided by local employment service administrators, shown in Table 3-4, was used as a guide to coders when they encountered such ads.

Employment Service Orders -- Accepted or Rejected

Criteria for accepting an employment service job listing:

(1) Order status: The job had to be open and therefore theoretically available to the job seeker when he walked into the office.

TABLE 3-4

ACCEPT-REJECT CRITERIA FOR EMPLOYMENT SERVICE LISTINGS, BY AREA

Area	Commission-Only Sales[a]		Temporary Agencies[b]		Armed Forces	
	Accept	Reject	Accept	Reject	Accept	Reject
Atlanta	x		x			x
Boise		x	x			x
Dayton	x		x			x
Des Moines	x		x			x
Jackson	x		x			x
New Orleans		x	x			x
Portland	x			x	x	
Richmond	x			x		x
San Diego		x	x			x
Santa Rosa		x	x			x
Syracuse		x	x		x	
Wichita	x		x			x

[a] Commission-only sales opportunities could be discerned when the ad script provided no evidence of any type of an employer-employee relationship, even to the extent of providing paid training.

[b] Temporary agencies act as labor contractors. The agency itself hires workers on a temporary basis and assigns them to employers requiring such services. The employment service usually accepts such orders when there is a written contract ensuring that the job seeker will not be required to pay a fee.

(2) Location: The local employment service order holding offices from which jobs were extracted had to be within the SMSA. Clearance orders emanating from other areas were rejected.

(3) Duration: The listing could not be for a job lasting three days or less since there are no comparable listings in the want ads.

(4) Special orders: Opportunities for enrollment in employment and training programs, such as work experience, Job Corps, National Alliance of Businessmen, summer youth jobs, on-the-job or institutional training, and so forth, were rejected because they are intended for special or preselected segments of the applicant supply which have no counterparts in the want ads.

(5) Mandatory listings: Even though they have no clearly identifiable counterpart in the newspaper, mandatory listing job orders were accepted into the employment service file because they are open to everybody. There is no way of estimating the degree to which the jobs would be listed with the employment service if there were no mandatory listing program. So that their impact on this study could be understood, they were identified by code.

The acceptance criteria and coded elements for the flow file were the same as for the stock data base, except that employment service orders were selected by the starting date of the order rather than its open or closed status, which was the basis for the stock study selection. All new jobs appearing in the system during the flow study period were incorporated, whether or not they were filled, canceled, or remained open at the end of the month.

Method of Obtaining Want Ad Flow Data

The want ad flow data varied from the stock data in that only new listings were used. Ads were rejected if they had appeared in the newspaper on the previous day.

To accomplish the elimination process, an ad identification system was devised. Every ad, beginning with the Sunday (September 29) stock edition, was given a single code which described the way in which the advertiser identified himself and the identifying information was recorded. The priority order was telephone number, employer name, address, and newspaper box number.

In addition, the first eighteen letters of ad script were copied, alphabetized by computer sort, printed, and returned to the coders. The coders compared each ad of the next day's edition to the alphabetized script and identifier listings of the day before. Ads which matched were eliminated as repeats. Those not appearing on the listings were incorporated and coded as new jobs. This procedure was based on the fact that the ad script usually remains unchanged during the course of its contract life. Minor corrections are permitted only on the first day without extra charge. The process was repeated daily during the 28-day period, thus establishing a file of new listings flowing through the newspaper columns in four weeks.

Method for Performing Match Analysis

Recording either employer's telephone numbers or names of each employer, when the information was available in the ad, in order to identify repeat ads also provided a methodology for establishing a file of employers who used both the employment service and want ads during October 1974. In order of frequency, the identifiers were:

Method	Percentage
Employers' telephone number	62.6%
Employers' name (no phone)	28.3
Address only	6.0
Newspaper box number	3.1
Unidentified	0.4

The employment service flow file in nine of the twelve areas contained both employer telephone numbers and names for nearly every order in the file. The want ad flow file contained telephone numbers for 62.6 percent of the ads. A series of additional hand steps converted more of the employer name file into telephone numbers. All together, 68.1 percent of all the listings in the October want ad file were computer matched by telephone number to nearly 100 percent of the employment service flow only file. A sub-file of employers using both sources was established as well as files of employer identifiers unique to each mechanism. All listings were grouped by unique employer number, occupation, and date of appearance. The method made it possible, for the first time, to know exactly how many different employers listed how many and what kinds of jobs with the employment service in a given period of time, how many different employers listed how many jobs in 68 percent of the want ads, and how many and what kinds of jobs were listed by the same employer in both intermediaries in approximately the same period.

The methodology has many inherent weaknesses which limits the applicability of the data base and the implications of the findings. It does not purport to define the full extent of common usage during the month. It is more appropriate to characterize the findings as the least degree to which employers, who listed jobs with the employment services, also used want ads during October 1974. Mainly, the weaknesses lie in the fact that the matched employer file represents nearly 100 percent of the employment service users and only 68 percent of want ad employers. Though it is possible to correct for the missing 32 percent and approximate the actual number of employment service employers who also used the want ads, the study provided no evidence to support an assumption that employers who identify themselves in an ad have the same characteristics as those who do not. Another problem lies in the advent of the centrix system for listing telephone numbers, changed numbers, and other telephone error possibilities which increases the chances for missing common employers. However, nothing erodes or weakens the integrity of the file of employers and occupations that were successfully matched by the computer.

Despite these problems, the file provides a rare opportunity to observe the active recruitment behavior of a sizable group of employers who use both the employment service and the want ads.

Slippage

In all, over 204,000 ads were examined. Over 62,000 ads were accepted and coded. Over 142,000 were read, counted, and rejected. The combined employment services and want ad stock and flow file exceeds 128,000 listings. This represents a sizable data base upon which to develop the findings. However, there are possibilities for minor slippages, overcounts, and undercounts. Any persons sophisticated and knowledgeable about employment service procedures in the local office or in data processing, or having experience with want ads, would be inclined to become concerned with such seeming oversights in either mechanism. The job market itself is highly volatile. Jobs open and close within hours. It must always be assumed that there is a time lag between the actual status of a job and the time it takes for it to appear or disappear from either mechanism. For example, jobs remaining in either system through two stock periods could be counted twice, just as an old job could reappear and be counted as new. The same script could actually describe two different jobs. Two papers in an area could carry the same job. Advertisers could limit themselves to Sunday only. Some offices mail their orders to the Job Bank. Some newspapers require that ad script be submitted by Thursday for Sunday printing.

Most of the possibilities for slippage were pursued, tested, sampled, and quantified during the study. Altogether, the factors proved to be insignificant in the fact of the large data base. In addition, they tended to equalize one another. Slight over- or undercounts in the employment service listings inevitably found their counterparts in want ads. As a result, ORC came to the conclusion that the data were firm and did not require additional correction or adjustment.

Gaps

The employment service data in this project were compiled by the data processing systems staffs of eleven different states and sent to ORC. Though ORC met with uncommon cooperation, changes during the project and lack of uniformity of systems created some data gaps. For example, in the Dayton area, Local Office 2005, the centralized order-taking unit was inadvertently omitted from the tapes supplied by the Ohio agency for the first six stock months and the flow month. The San Diego master file for the flow month (the "Oklahoma" tape) was unavailable. All of the basic data were recovered, often called through other documents by agencies, including the MA-141 and microfiche which were hand manipulated and coded, and the file was rebuilt. However, some of the analysis suffered as a result in the following ways:

(1) Employer match analysis: Santa Rosa (a non-Job Bank city), San Diego, Jackson, and Local Office 2005 in Dayton are not included in the match study.

(2) Mandatory listings: The mandatory listing data from the Syracuse area was inaccessible, and Dayton Local Office 2005 is missing from the first six months of the stock study; however, the flow study does include mandatory listings from Local Office 2005.

(3) Flow analysis: Data about the duration of the jobs and the employment service rejection information is unavailable from Santa Rosa, San Diego, Jackson, and Dayton Local Office 2005.

Coder Training, Aids, Quality Control

Twelve newspaper coders were given forty hours of classroom and additional on-the-job training. Basic concepts of occupational and industrial classification including use of the Dictionary of Occupational Titles and the Standard Industrial Classification (SIC) volumes were reviewed, as well as newspaper abbreviation, style, and language. On-the-job training, group discussions, and periodic supervisory document review ensured uniformity and quality.

To assist coders in making geographic, industrial, occupational, and other types of decisions, coders were provided with and trained to use a variety of aids for each area, which included telephone directories, lists of communities, names of shopping areas and inner-city districts, telephone prefixes and zip codes within the study area, city and area maps, employer directories, common occupational and industrial code lists, area employment service acceptance policy, rules governing acceptance and display from each newspaper, and descriptive area publications issued by the chamber of commerce or the newspaper. In addition, the employment service of each area was periodically solicited to provide SIC codes for employers whose industrial code could not be discerned from the ad.

Occupational and Industrial Coding

The first three digits of the Dictionary of Occupational Titles and the first two digits of the SIC systems formed the basis for the study coding system. However, codes were grouped to aggregate low-volume occupations in the ads and to accommodate ads which provided some but not all the information necessary to apply a full three-digit occupational code or a two-digit SIC code. (Examples: A salesperson selling an unknown product, or an ad for a job in an unknown government entity.) All listings accepted in either intermediary were counted by occupation and industry where possible. A complete list of occupational and industrial codes used in the study can be found in the appendix, along with the frequency information for each.

ANALYSIS AND MANIPULATIONS OF DATA

The findings described in subsequent chapters emanate from tabulation, aggregation, cross-tabulation, and statistical tests of data in the three basic files described in this chapter. Five sets of analyses are performed:

(1) A comparison of the stock of jobs in each intermediary to one another

(2) A comparison of the stock in both mechanisms to the local and national labor market

(3) A comparison of the flow of new jobs in each intermediary to one another

(4) Within each intermediary, a comparison of stock to flow

(5) A comparison of employer usage of each mechanism and an identification and analysis of those employers who use both

The data are analyzed in relation to volume, occupational and industrial composition, duration, and impact of mandatory listings.

Variations from one labor market area to any other of the twelve studies are examined comparatively by the three types of conditions likely to affect these intermediaries' ability to capture jobs:

(1) The respective strengths and characteristics of the newspapers under study

(2) The relative strengths and nature of the employment service units involved in the study

(3) The demographic and economic differences among the labor market areas

Though the latter condition affects both mechanisms within any one area, it does not necessarily do so equally. One particularly relevant economic characteristic, the degree of union-controlled hiring within the study area, was not quantified.

In addition, the 1974-75 recession, the most severe since the Great Depression, provided an unexpected opportunity to test to what extent employment service and want ad data reflect changing labor market conditions. Month-to-month fluctuations in study data for all areas studied were compared to monthly changes in BLS household and establishment-based series nationally as a test of the employment service and want ad data's relative abilities to monitor cyclical change nationally. Month-to-month changes in study data for each area were compared to local labor force and establishment-based data series to test the data's ability to describe the local market. Because comparable vacancy data proved totally unavailable, no test of employment service and want ad data as surrogates for vacancy statistics can be made. The nearest approach possible to such a comparison was to compare the long-term trends in the job holdings of the two intermediaries to U.S. labor force trends.

With this description of the study methodology, we can now turn to a description of the intermediaries (chapter 4) and a detailed reporting of the study findings (chapters 5 through 9).

4

THE INTERMEDIARIES

This chapter presents a description of the two intermediaries, with particular emphasis on the process of order taking at both the newspaper classified ad desk and the employment service in order to illustrate those elements that might influence employer decisions in selecting a recruiting channel. This study is not an evaluation of either the employment service or the newspapers. Both are complex and multifaceted institutions. To narrow the perimeters of the study, activities and functions which are either irrelevant, peripheral, or unquantifiable in their effect on the central concerns of the study will be overlooked. For example, the editorial policies of the newspaper, whether published in morning or evening, and the size and complexity of the rest of the classified section are regarded as irrelevant. Such concerns can be equated with employment service involvement with unemployment insurance, the Comprehensive Employment and Training Act, alien certification, and other programs within its jurisdiction. The sales efforts of both institutions are relevant to the degree that their usage is affected, but the study provided no relevant data concerning these.

Though the total impact of either institution and its reputation in the community are important factors, it is difficult to gauge the effect of specifics such as the counseling program or the appearance or location of the local office on the findings. Similarly, newspaper variance in subscription rates, distribution mechanisms, and other reader appeal efforts are illusive and beyond quantification.

The "Sales" aspect of either institution is relevant to the degree that it affects usage, but is outside the scope of the study. "Sales" includes efforts made by newspapers to increase the use of their classified section through periodic specials, the use of media advertising and other appeals comparable to employment service inducement letters, offers to employers to test-select applicants, and special projects for attracting employers. Promotional benefits accruing from variations in such activities are difficult to gauge or quantify.

In all twelve areas, the employer needed only to use the telephone to announce his vacancy through either the employment service or the want ad. This analysis then is focused on contrasting what the employer encounters: how each of the two institutions deals with that telephone call, how it is taken, who takes it, what happens to it, and how it is presented to the public. This narrow scrutiny is set in the matrix of the statistical profile of each intermediary and the policies of each that may affect the employer's choice and have relevance to the design and findings of the study.

PLACING THE ORDER

To contrast the labor market structure and functioning of the two intermediaries, it is necessary to visualize the similarities and differences encountered by the employer when he telephones the order to either mechanism.

Calling the Employment Service[8]

Any employer who telephones his job opening to any employment service installation is asked to give almost exactly the same type of information and is generally bound by the same restraints and the same policies of acceptance or rejection anywhere in the United States. If the job is displayed, the information is arranged and displayed in exactly the same format as every other job displayed.

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[8] The ensuing discussion is a synthesis of interviews conducted with employment service staff, combined with printed material provided to ORC staff.

The nature of the information, its precision and detail, is determined by the staff through the use of uniform job order forms. The form requires the employer to provide detailed information identifying (1) himself, (2) his activities, (3) the location of the job, (4) the conditions of work, including wages, hours, and other detail, and (5) a job description and the skills, knowledge, and abilities required.

Interviewers taking the order, in whatever setting, are trained in occupational analysis and the use of the Dictionary of Occupational Titles. Enough information is extracted from the employer about the specific tasks involved in the job to enable the interviewers to assign an occupational title and a six (sometimes nine) digit occupational code in accordance with the dictionary. The title assigned by the interviewer may be far more specific or quite different from the title used by the employer. Thus, "clerk" becomes either "sales clerk" or "clerk-typist." "Management trainee" is apt to become "salesperson." The interviewer also extracts enough information about the company activities to assign an industrial code.

For placement action, the distribution of the order follows the particular path prescribed by the local employment service, organizational structure, and policies. Where the order is taken by a centralized order-taking unit, the information is entered into the Job Bank system where it is dispersed to various local offices and possibly to community organizations, usually the following day. If it is the policy of the area or state to display the jobs to the public, a suppressed copy (omitting employer identifying information) is made available for public scrutiny by microfiche and viewer, from which job seekers select job listings. The interviewer has the unsuppressed information available, and provides it to the applicant when a referral is made. If the order is taken in the local office, copies are sent to Job Bank for display in other offices and for statistical count. Placement interviewers and veterans' representatives also conduct file search for appropriate referrals. In some areas, though none in this study, computerization of the person-job matching is in operation.

To be exposed to the job, the job seeker must go to the local office initially. The job appears as an open order within the system and therefore is available to the job seeker until it is placed on hold, filled, or canceled. Changes in job specification are often made during the life of the order. The flow of referrals to the employer is controlled in accordance with the employer's wishes.

The process of calling an order to the employment service often aids employers to better organize and define their needs. Order takers are frequently solicited for assistance in determining prevailing wage rates and the quantity and quality of the applicant supply. The language used on the order is totally controlled by employment service interviewers who are normally trained to insist on specificity and fullness of detail.

Interviewers are prohibited by law and policy from accepting job orders when the employer designates a racial, sexual, or age bias. Jobs are refused if they involve a fee or investment by the job seeker, if they are in an establishment that is on strike, or if there is evidence that the activity is illegal or immoral or that the information offered is untrue.

Calling the Want Ads [9]

In contrast, employers who telephone their vacancies to the newspaper classified advertising department retain almost complete control of the job information offered and the format for its display within the ad. The one consistent prerogative of the newspaper is the determination of the ad's location within the section. The ad takers do often offer the employer advice and assistance with wording and abbreviations but, being untrained in occupational definitions and job descriptions, they attempt only the most minimal manipulation of content. Thus employers are generally free to assign any title they want to the job, to divulge or obscure whatever information they choose. An employer desiring to obscure his identity completely can rent a newspaper box for receipt of written responses to his ad for $1.50 to $3.00 a month. He may obscure the nature of the opportunity through the use of grandiloquent script.

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[9] The ensuing discussion is a synthesis of interviews conducted with classified advertising managers of the study newspapers, combined with a scrutiny of printed material provided to ORC staff.

As with other advertising, the laws regarding false or misleading information prevail, but depend upon user complaint for enforcement. Responsibility for laws governing discrimination in employment is ambiguous. Newspapers generally do not want the onus or responsibilities of determining whether ad script does or does not fall within the law. The industry's own written standards of acceptance are not binding and are therefore applied in widely different ways among the newspapers studied. As a matter of policy, rather than law, employers would, however, encounter resistance from nearly all of the papers studied if they attempted to use language explicitly exhibiting racial bias. On the other hand, though the newspapers might inform employers of the law, they would generally accept ads with age or sex designations.

The element that most controls and limits the employers' use of want ads is the rate, which is based upon the size of the ad and the length of time it runs. Rates vary from paper to paper but are generally a function of circulation volume. The ad taker usually suggests a "special," a combination of space and days whose rate is most advantageous to the employer. A large employer, one with high turnover, or a new firm engaged in large-scale hiring might take a long-term contract (three months to one year) which reduces the cost per line to the advertiser for ensuring minimum daily usage. Such contracts result in heavy usage by a comparatively small number of employers.

If the advertiser wants his ad to appear in the Sunday paper, he has to phone it in by either Thursday or Friday. The deadline for the dailies is usually the day before.

The employer has the right to correct an error in his ad only after the first day's appearance. Any change in its script during the life of the ad involves extra costs. An employer who filled his job before the end of the ad contract period can cancel the contract and lose the financial advantage of the contracted rate.

To be exposed to the advertised job, a job seeker need only obtain a copy of the paper.

PROFILE OF THE EMPLOYMENT SERVICE

The twelve areas, with their varied installations within each area, represent a considerable range of difference in the basic statistics reflecting local office structure, activities, and staffing. They also give evidence of variance in the degree to which they lean away and toward the two labor exchange models discussed earlier -- the broker as against the broadcast model.

Tables 4-1 and 4-2 together provide a statistical profile of the employment service in each area.[10] The tables array the characteristics of the twelve agencies and activities according to the size of population served by the offices, from largest to smallest.

An installation of some kind existed at some point during the course of the study in thirty different communities in the twelve areas. Eighteen installations were located in the twelve central cities. Small mainstream offices, sub- and seasonal offices were located in eighteen additional communities. A total of 717 professional staff served the thirty communities. All local offices in an area are included in the monthly averages of local office activities. The wide variance in staffing to population and placement rates was among the many variables tested.

Exchange Variables in the Employment Service

The key to many of the policy issues which constantly reverberated through the employment service appears to be an unawareness of the dichotomy between the broker and broadcast models. Almost universally, local office administrators who were interviewed bemoaned the loss of "personalization" in dealing with the employer, which they attributed to the advent of Job Bank and centralization of order taking. The constant

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[10] For readers who are concerned about the adequacy of counting orders rather than openings, Table 4-2 offers some benchmarks and insights into the relationship of orders to openings. Though the ratio ranges from 1.4 to 2.5 in the various areas, the average relationship is 1.8 openings for each order.

TABLE 4-1

EMPLOYMENT SERVICE CHARACTERISTICS, BY AREA[a]

Area	Installations[b]	Discrete Communities[c]	Number of Staff[d]	Ratio of Pop. of Area Served to Staff
Atlanta	5	3	98	14185
San Diego	9	7	123	11121
New Orleans	4	3	107	9774
Dayton	3	3	58	14660
Richmond	2	1	32	16197
Syracuse	1	1	71	6025
Wichita	2	2	66	5899
Des Moines	1	1	35	8174
Jackson	1	1	63	4110
Santa Rosa	4	6	18	11383
Portland	1	1	26	6744
Boise	1	1	20	5612

[a] Best synthesis possible from information obtained at the beginning and end of the study. However, seven of the twelve areas changed local office numbers and administrative structures during the data-gathering period.

[b] Installations include offices regarded as branches of central offices and the centralized order taking units.

[c] Discrete communities were determined merely by the existence of a separate community name.

[d] Administrators were asked to limit the staffing information to the employment service permanent professional staff funded under Title III. Staff includes all field installations in the area.

TABLE 4-2

MONTHLY AVERAGES -- LOCAL OFFICE ACTIVITIES, BY AREA[a]

Area	New Applications	Percent Minority	Per-cent Poor	Orders Received	Openings Received	Placements	Average Openings Order	Ratio of Openings to Placements	Placements Per Staff
Atlanta	10757	46%	31%	1295	2488	1108	1.9	2.2	11.3
San Diego	7705	29%	41%	2221	5637	2133	2.5	2.6	17.3
New Orleans	5067	55%	33%	1555	3101	2130	2.0	1.5	19.9
Dayton	2625	22%	39%	506	895	363	1.8	2.5	6.3
Richmond	2386	47%	15%	765	1563	824	2.3	1.9	6.4
Syracuse	1305	13%	9%	653	1580	455	2.0	3.4	25.8
Wichita	1973	18%	25%	835	1413	876	1.7	1.6	13.3
Des Moines	1447	9%	11%	1005	1578	1009	1.6	1.6	28.8
Jackson	2360	53%	20%	635	1001	828	1.6	1.2	13.1
Santa Rosa	1385	14%	40%	396	648	515	1.6	1.3	28.6
Portland	724	13%	26%	322	462	296	1.4	1.6	14.1
Boise	1245	4%	7%	638	931	671	1.5	1.4	33.6

[a] Synthesis of ESARS Tables 7, 12, 90, and 91 combining all reporting units in an area.

administrative reorganizations and revised procedures typical of many areas appeared to revolve mainly around this problem. Seven of the twelve areas underwent significant changes during the course of the study. These changes involved (1) elimination of local offices, (2) establishment of new satellite offices, (3) changes in the role of the centralized order taking unit, and (4) reduction of community participation in the Job Bank -- all of which created considerable feasibility problems in extracting data.

It appeared to the research staff that the employment service was engaged in a tug of war between the two models, straining away from one or the other extreme, seeking equilibrium. What is more, the agency seemed to be going in both directions at once. Among the twelve areas were those planning greater centralization and computerization, while others were establishing satellite offices, decentralizing the order-taking process, and reestablishing occupational desks.

ORC attempted to isolate and define the critical structural forms which tend to favor or give rise to one or the other labor exchange models. Structure does not in itself ensure execution. An office modeled along broker lines does not ensure a high degree of personalization when dealing with the employer. Other variables may be more significant. Nor is there certainty that an organizational format favoring an informational labor exchange function would necessarily preclude personalization or brokering activity. Individual interviewers throughout the country are forever engaged in devising ways to undercut or overcome established systems that tend to interfere with their ability to broker. Nevertheless, the framework generally tends toward support of one or the other model.

The following questions were formulated:

(1) Who takes the employer's job order: Is it taken by the same staff responsible for filling it? Are dealings with the two sides of the market united or separated organizationally? A separated structure favors the informational model. The performance of both functions by one entity favors the broker model.

(2) Is there occupational or industrial specialization in taking the job order or the work application? Specialization tends to favor the broker model by increasing and centralizing knowledge of occupational variables, job detail, local employer practices, and personnel officers.

(3) What is the relationship between those staff assigned to employer relations and those to order taking and filling? Is getting "new business" within or outside the matching function? Where is the employer relations unit housed? Intimacy between taking and filling orders and new business efforts favor the broker model.

(4) Are the job orders displayed to the public? Is there a job information service? A public display of all listings obviously is an act of broadcast, despite the removal of employer identifying information. A broker model withholds job information from the job seeker and relies primarily on the third-party role for a match.

(5) What special programs exist to personalize contact with employers and increase their use of the agency?

A model scale of 0 to 10 was devised, with "0" representing the pure information model and "10" representing the pure broker model, and each area was appraised in terms of the above questions to test the impact of labor exchange style on the findings.

All offices located outside the central cities and those in the three smallest cities in the study (Santa Rosa, Boise, and Portland) generally emulated the broker model in that the order was taken in the local office by the same person or persons who deal with the applicant. Occupational specialization appears to be strictly a function of the volume of orders and size of staff. Outside employer relations are either conducted by the manager or by periodic visits of interviewers. However, all but one of the offices did display the jobs to the public. This type of office appears to correspond to a staff of 25 or less.

The tug of war is most evident in the central city offices of the remaining nine areas. The three largest areas in the study offer marked contrasts. One is a classic example of the information model. Order taking is strictly centralized. The employer relations unit is citywide and centralized. There is no occupational specialization in either order or application taking. Local offices in the city are discouraged from accepting orders from employers. Not only are jobs open to the public, they are shared with other community organizations. Computerized job-worker matching is an imminent development.

The second of the three large areas had been cast in the same form as the first but, in the course of the study, began the process of decentralization and the establishment of satellite offices. What effect this has on order taking is not known.

The third is an almost classic example of the more traditional, broker type of installation. Local offices in the city are established along occupational lines and further subdivided within the offices. Orders are directly taken in the same office where the applicants are interviewed and then sent to the Job Bank. The order taking, however, is centralized within the local office. The order is not taken by occupational desk interviewers. Each of the occupational offices conducts its own employer relations programs. Job Bank microfiche are available to interviewers only. Job information is not shared with the job seeker until the interviewer makes the selection and a referral is made.

The remaining six areas all seem to slide up and down the scale. Although all maintain a centralized order-taking unit, three have introduced variations and modifications to create some tie between the order- and application-taking function and to inject some degree of personalization to the service. For example, one area has introduced an account executive system to service accounts of large employers and act as liaison between the company and the order taker and filler. One of the six has been advised by the Employer Relations Improvement Project as conducted by Greenleigh Associates to decentralize its operations.

Occupational specialization also reflects uncertainty and disquiet. Four of the six areas divide application taking but not order taking occupationally. One created occupational specialization within the centralized order-taking unit as well as in application taking. The sixth makes no occupational distinctions.

The employer relations interviewers are housed in the centralized order-taking unit in most areas. However, three are participating in the Employer Relations Improvement Project which has produced a unique format for exchange between the employment service and some local employers. One of the areas has developed a widespread, highly polished, much emulated multimedia public relations campaign.

Self-Perceptions in the Employment Service

Local office administrators were asked to impart their opinions and views about their agency, their labor market, and the use of the service by the local employers. As previously mentioned, when asked about the impact of the Job Bank, there was near unanimity in expressions of regret at the loss of "personalization" in dealing with employers, though Job Bank was lauded for other reasons. There was also near unanimity in their view that the small firm was the major source of their business, though the mandatory listings program did bring orders from larger firms. The consensus of local office administrators held that they were seldom used by the large employers in the area, especially those with personnel offices. In fact, in some areas, managers considered personnel offices to be the most serious competitor to the employment service labor exchange role in the area.[11] However, in three areas, the respondents maintained that they were used by all employers in the market.

Opinions about the value of the mandatory listing program were about evenly divided between those that considered it onerous, causing an increase in cancellation rates and failing to attract new employers -- "a paper operation" -- and those who regarded it as a source of more and better jobs. In one area, the mandatory program was considered "critical to our operation."

A number of areas had attempted to respond to want ads to solicit employers for jobs. Inevitably, the experience had been costly and unproductive, often leading to the embarrassment of discovering that the job order was already listed. Policy and budget precluded all but three of the areas from advertising their jobs or applicants in the want ad columns.

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[11] This impression appears to be in contradiction with findings in the Camil study about size of firms using the employment service.

As an interesting insight into self-perception, administrators were asked to predict which of the two intermediaries -- want ads or the employment service -- would have a larger volume of stock and flow jobs. Almost all anticipated that their listings would surpass the newspapers in both stock and flow. A few ventured the guess that employment service would have more stock and the newspapers more flow. Only two individuals were convinced that the newspapers would best the employment service in all substudies and in all cases.

Very few of the predictions were accurate.

PROFILE OF NEWSPAPERS

Interviews with classified managers and examination of printed newspaper material focused on a number of considerations. The research design itself was a major one. CRC had to ensure that newspaper treatment of ads did not conflict with the basic design. For example, without monetary restraints against script changes, the elimination process in the flow study would have been impossible. Variations in rate structures provided insight into how long jobs remained in the paper. Rate structure variance also affected the possibilities of the same job being advertised on Sundays only. That private employers signed long-term contracts with the newspapers provided insight into the degree to which the stock count would include repeat ads. These concerns were resolved and require no further exposition.

Circulation and Publication

One of the variables used to examine differences in area findings is total circulation and distribution of that circulation in relation to site population. Table 4-3 provides information on the distribution and volume of Sunday circulation. These data were tested for relationship to area stock findings; combined daily circulation information was

TABLE 4-3

POPULATION, NEWSPAPER CIRCULATION, AND DISTRIBUTION[a]

(Study areas arranged in order of SMSA population size)

Study Area	Paid Sunday Circulation[b]			Combined Daily Circulation[b]		
	Total	Percent in Study Area[c]	Ratio of Area Circulation to Population	Total	Percent in Study Area	Ratio of Area Circulation to Population
Atlanta	604,429	67.6%	29.4	496,170	78.5%	23.0
San Diego	339,419	97.8	24.3	347,490	97.9	24.9
New Orleans	308,474	82.0	24.2	329,445	87.9	27.7
Dayton	270,194	88.7	28.2	313,511	92.1	34.0
Syracuse	241,396	50.9	28.7	216,725	74.6	25.4
Richmond	197,261	66.4	25.3	260,917	74.7	37.6
Wichita	187,620	58.7	28.3	186,641	74.3	35.6
Des Moines	480,249	20.2	33.9	348,319	36.7	44.7
Jackson	114,773	47.4	21.0	107,381	53.4	22.0
Santa Rosa	56,118	84.0	23.0	53,558	84.8	22.2
Portland	117,703	36.5	28.8	84,034	65.1	38.6
Boise	66,417	53.2	31.5	57,618	56.4	29.0

Source: ABC Audit.

[a] All minor papers within the area are combined with the major ones in this table.

[b] Newspapers whose Saturday or Monday editions were used for the stock study are included in Sunday circulation as well as in the daily circulation figures.

[c] Study area distribution was selected by county.

NOTE: The Newspaper Advertising Bureau, Inc., estimates a typical newspaper copy to have between 2.3 and 2.4 readers.

tested for relationship to area flow findings. The table provides some insight into the degree to which a newspaper faces inward toward the SMSA labor market, or whether it is serving a wider group of employers and potential workers. The Sunday editions of Des Moines and Portland are clearly state or regional papers in comparison to San Diego, which is almost entirely limited to the SMSA. The Sunday editions of the Dayton area, Richmond, Wichita, Des Moines, and Portland newspapers are more widely distributed than their weekday editions.

Organization of Ad Sections

The organization of the help wanted columns and their headings are in a sense the map by which job seekers are guided from among the many listings toward the few jobs appropriate to their own skills and needs. The value of advertising to the employer also hinges on where the ad is located in the paper and whether it is readily seen by the desired applicant.

Classified ad management people determine their own arrangements, but these decisions have been greatly influenced by law and by the advent of the computer and the expressed wishes of their chief advertisers -- the private employment agencies. The headings and arrangements in the columns also provide insight into the papers' perceptions of their volume groupings and the degree to which they seek to assist the job seekers and to control the integrity of the ads.

Of the nineteen papers, eight list all help wanted ads without division by subheads. Of the eleven that do make separations, the nine following headings are used:

Number That Use	Heading
11	Sales
11	Employment agencies
5	Domestic (household, private)
3	Clerical (office, secretarial)
3	Medical
3	Professional
3	Part-time work

Number That Use	Heading
2	Crafts (mechanical)
1	Accounting, data processing Occupations, engineer, restaurant, service, teachers

These are not evenly distributed. Two papers use as many as eleven headings, and some use only two. As can be seen, all of the eleven use "sales." This not only indicates the volume of sales jobs but, according to a number of the managers interviewed, also represents an effort on the part of the paper to identify sales jobs, even though the script submitted by the employer might obscure that fact. Despite the fact that it is illegal, two newspapers still retained sex designated headings as of the end of May 1975.

The heading "Employment Agencies" has now all but lost its meaning and may mislead the reader, as it did the coders. Four different managers described the process by which private employment agencies' ads, which were previously relegated to that special section, are now interspersed among the ads placed by employers, except for a few display ads. Newspapers began dropping their sex headings in 1971 or 1972. The coup de grace was administered by a Supreme Court ruling in June 1973 declaring any sex-designating arrangements of want ads illegal. In four of the cities, the elimination of the sex designation prompted the private employment agencies to assert that the continued relegation of their advertising to a separate heading was "discriminatory." Their demand was based on their volume and dollar contribution to help want ads. Three papers conducted special studies to assess that impact. All of the newspapers in the study, except one of the minor ones, now allow private agency ads to be dispersed throughout the columns.

The consequences are important to the job seeker, and raise the serious question of motive for interspersal. While eight of the papers declared that as a matter of policy and law, the employment agency must identify itself, at least one state in the study had no laws pertaining to private employment agencies, and the newspaper columns clearly reflected that fact. Nearly 63 percent of the total ads in that paper are placed by private employment agencies. In a number of papers, the identification reads "Charlies," rather than "Charlie's Employment Agency." Inexperienced job hunters may not know that the use of "Charlies" involves the payment of a fee.

The presence of an "Employment Agency" heading can be misleading if it produces the assumption that all fee-charging agency ads would be found there. To ensure the accuracy of the count of jobs attributed to local employers, ORC coders were instructed to familiarize themselves with the names of private agencies from the telephone book and to look through the regular columns of the paper for these names so as to properly code the newspaper. Yet due to the rapid emergence of new private agencies, the coders sometimes had trouble clearly identifying whether an ad involved a third-party broker and possibly a fee. While in some areas interspersal of agency and employer ads has the advantage of listing agency ads under occupational classifications, it has the disadvantage that only the most alert and experienced users may know that an agency and a possible fee may be involved.

A number of classified ad managers were most concerned about ads for sales and business opportunities, what one manager called "disguised pyramid selling and undisclosed investment requirements." In their view, such ads did not belong in the "help wanted" columns. Examples were offered such as the use of "management-trainee" to disguise a vending machine operator route which involved investment and "vacuum cleaner repairs" disguising a vacuum sales job. In fact, the term "management-trainee" is regarded in the industry as the near equivalent of an effort to obscure the actual tasks of the job. Two papers placed such ads in "Business Opportunities" or "Franchises."

A number of newspapers are applying rather stringent rules and techniques to control the integrity of their columns. One manager, when confronted with the elimination of sex headings, chose the alternative of using eleven occupational headings. Not only does this make it more difficult to obscure the nature of the job, but also assists the job seeker to find the type of opportunity he wants.

Classified managers of five of the fourteen newspapers declared that they actually had no rules of acceptance -- it was up to the advertiser. On the other hand, five of the fourteen newspapers required that the advertiser define the method of compensation -- whether it be salary or commission. Three papers went further by requiring that ads for "commission only" sales be required to include the name of the company and the product to be sold. Of the five, two had additional rules governing the "You can earn $20,000 a year from your own home" type of ad. The rules required that the earning opportunities be more factually described, and the paper provided examples of acceptable and unacceptable wording.

Two different papers had policies against including armed forces recruitment ads in help wanted columns. Two refused to list "work at home" ads. One required that the sex of the advertiser be defined in the "live-in" ads, and another paper set out conditions under which modeling ads are accepted.

There is considerable variance among the papers in their organization of the ads in the columns. To the job seeker, guides are helpful -- either occupational or alphabetical -- to narrow the search, especially in papers with ten and twelve pages of help wanted ads. Of fifteen papers, five have no order of any kind. The size of the ad determines its position. Three papers alphabetize by the first word of the script, and do not insist on an occupational title. Since only the advertiser and want ad taker knows the script, it is obviously not designed to help the job seeker. Two papers alphabetize by occupation, insisting that all ads begin with an occupational designation. The three papers which use a large number of occupational headings depend mainly on the headings to direct the job seeker.

Coders, who were provided with information about the newspapers' rules and structure, did note that, as in all human endeavors, considerable straying from formats and restraints did occur. However, coders noted that this occurred least in the papers where the restraints and rules were in written form.

THE AD UNIVERSE

We now rejoin our composite job seeker in order to get a picture of the number and types of ads that he would scan in the course of a periodic and daily job search. Table 4-4 reflects the total volume of ads examined, by area. Over all, our job seeker would be exposed to a total of 204,427 ads, during one month in the twelve locations, with considerable difference among areas.

Rejected Ads

As our job seeker scans the paper, ads would be rejected which were not placed by the employer, which offered jobs outside the area, or which did not appear to be "jobs." In the daily search for work during October, the job seeker would also reject ads observed and perhaps answered the day before.

Table 4-5 displays the volume of ads coded, and the reasons for rejection. As can be seen, only 62,316 or 30.5 percent of all the ads scanned represented what would have appeared as job opportunities meeting the criteria. Most of the ads rejected would have been repeats from earlier editions. Nearly 20 percent of the ads emanate from private employment agencies, and almost 12 percent were ads for jobs out of the area.

Sunday to Weekday Comparison

The differences in volume and composition between the daily and Sunday papers were revealed by removing the data from the Sunday editions in the flow study, leaving only the dailies. The contrast appears in Table 4-6. It is evident that a large proportion of the help wanted advertising in the Sunday newspaper fulfills functions other than local labor exchange. The average Sunday edition is the main advertising arm for the private employment agency industry, which rents 25 percent of the want ad column space and contributes a major share of want ad revenues. It is also a recruitment tool for national and regional labor markets. In fact, the job seeker would need to ignore 45 percent of all the ads

TABLE 4-4

AD VOLUME FROM FLOW AND STOCK STUDY SOURCES, BY AREA

Study Area	Ad Volume from Stock Study	Ad Volume from Flow Study	Total Ad Volume Examined (From Stock and Flow)	
			Number	Percent
Atlanta	16,987	23,459	40,446	19.8%
San Diego	10,552	17,386	27,938	13.7
New Orleans	11,130	18,133	29,263	14.3
Dayton	4,846	11,524	16,370	8.0
Syracuse	3,959	5,522	9,481	4.6
Richmond	8,993	14,651	23,644	11.6
Wichita	4,172	9,151	13,323	6.5
Des Moines	7,824	10,694	18,518	9.0
Jackson	4,772	7,347	12,119	5.9
Santa Rosa	1,339	2,329	3,668	1.8
Portland	1,580	2,479	4,059	2.0
Boise	1,941	3,657	5,598	2.7
All areas combined	78,095	126,332	204,427	100.0

TABLE 4-5

DISPOSITION OF AD VOLUME OVER ALL AREAS BY ACCEPTANCE-REJECTION CRITERIA

	Number	Percent
Total ad volume examined for all areas (from stock and flow)	204,427	100.0
Ads rejected by job seeker:		
Flow repeats	67,520	33.0
Private employment agency	39,391	19.2
Out-of-area or location unknown	23,924	11.7
Non-job earning opportunities	11,276	5.6
Ads accepted by job seeker	62,316	30.5

TABLE 4-6

COMPARISONS OF SUNDAY TO DAILY WANT AD SECTIONS -- AVERAGE DAY, ALL NEWSPAPERS COMBINED

	Sunday[a]		Dailies[b]	
	Single Sunday Average		Single Daily Average	
Type of Ad	All Papers	Percent	All Papers	Percent
Totals	6,509	100.0%	4,329	100.0%
Ads by employer -- local jobs	3,588	55.1	3,099	71.6
Ads by private employment agency	1,631	25.1	587	13.6
Out-of-area jobs	938	14.4	399	9.2
Non-jobs	352	5.4	244	5.6

[a] This represents the twelve Sundays in the stock study.

[b] Based on newspapers for 24 days in October 1975, all Sunday editions excluded.

in the Sunday papers in order to concentrate on the local employer job market.

The Sunday paper contains approximately 50 percent more ads than the daily paper. Though the daily paper is far more reflective of a local labor exchange and the job seeker would have a much easier time locating the local employer-placed ad, the reader of the Sunday ad would actually see about 16 percent more local employer-placed jobs than on weekdays.

The Sunday ad volume is strongly associated with that paper's paid Sunday circulation, while the ad volume in a daily edition relates to the combined daily circulation. As Table 4-7 shows, each area's percentage contribution to total ads examined -- both Sunday ads and weekday ones -- closely parallels its percentage contribution to the total circulation of all papers studied. For example, Atlanta's papers contributed 20.3 percent of the Sunday circulation of all papers studied and 21.8 percent of the Sunday edition ads. To our job seeker, this means that a large volume of ads indicates a larger readership, and thus the potential competition for the opportunities they advertise increases commensurately.

While the differences in occupational composition of want ad stock and flow are slight, differences in the occupational mix of locally placed job titles between Sunday and weekday editions are more pronounced. Although chapter 6 deals exhaustively with occupational composition, the Sunday-daily comparison will be touched on briefly in this section. The Sunday editions of all but the small papers expose the job seeker to a higher proportion of professional, clerical, and sales jobs than do the weekday editions. Service occupation job titles, on the other hand, were more evident in the daily papers than in the Sunday edition. This would support the assumption that service jobs are more volatile, and employers with openings for domestic and restaurant work, for example, would not necessarily want to delay broadcast of the opening until the Sunday edition. This also bears out another rather surprising insight: more ads make their initial appearance in the daily edition than in the Sunday one. Nearly 60 percent of the ads appear first in a daily edition.

TABLE 4-7

SUNDAY AND WEEKDAY TOTAL AD VOLUME, BY AREA AND CIRCULATION

Study Area	Paid Sunday Circulation		Sunday Ad Count (Stock Only)		Combined Daily Circulation		**Weekday Ad Count**	
	Actual Volume	Percent of Total Volume	Actual Volume	Percent of Total Volume	Actual Volume	Percent of Total Volume	Actual Volume	Percent of Total Volume
Atlanta	604,429	20.3%	16,987	21.8%	496,170	17.7%	18,728	18.0%
San Diego	339,419	11.4	10,552	13.5	347,490	12.4	14,546	14.0
New Orleans	308,474	10.4	11,130	14.3	329,445	11.8	15,070	14.5
Dayton	270,194	9.1	4,846	6.2	313,511	11.2	9,950	9.6
Syracuse	241,396	8.1	3,959	5.1	216,725	7.7	4,302	4.1
Richmond	197,261	6.6	8,993	11.5	260,917	9.3	11,738	11.3
Wichita	187,620	6.3	4,172	5.3	186,641	6.7	7,838	7.5
Des Moines	480,249	16.1	7,824	10.0	348,319	12.4	8,490	8.2
Jackson	114,773	3.9	4,772	6.1	107,381	3.8	6,071	5.8
Santa Rosa	56,118	1.9	1,339	1.7	53,558	1.9	1,987	1.9
Portland	111,703	3.8	1,580	2.0	84,034	3.0	2,030	2.0
Boise	66,417	2.2	1,941	2.5	57,618	2.1	3,154	3.0
All areas	2,978,053	100.0	78,095	100.0	2,801,809	100.0	103,904	100.0

While differences in the industrial source of their job titles between weekday and Sunday editions are not marked, retail sales and service industry-placed jobs tend to occupy more of the daily want ad section. The Sunday edition contains a relatively heavy concentration of finance and manufacturing jobs. Other employers seem to make little distinction between weekday and Sunday editions when placing an ad.

The higher concentration of private agency ads the job seeker would encounter in the Sunday edition varies considerably in volume from one area to another. For example, in Jackson 62.1 percent of the Sunday ads are placed by private agencies. On the other hand, if the job seeker were in Wichita, only 2.8 percent of the Sunday ads would be placed by the agencies. This marked contrast in private employment agency domination of the want ad columns may be attributable to the differences in the regulatory legislation in those states. Mississippi is one of the three states in the nation which have not enacted some type of laws governing the activities or advertising of private employment agencies. On the other hand, the current law in Kansas eliminates any opportunity for private fee charging employment agencies to profit from a charge to the applicant. Only the employers are charged for placements by private agencies. In the smaller areas with less formally organized markets, there would be comparatively fewer private agency ads.

The number of ads for jobs outside of the labor market also shows some interesting differences which clearly relate to the distribution of newspaper circulation. The overall percentage of jobs rejected as located outside the area was 14.4 percent. However, those papers with a comparatively small portion of their circulation concentrated within the labor market -- those facing outward and serving a larger geographic area -- had a greater number of jobs rejected as outside the boundaries of the study area. In Des Moines, for example, 80 percent of the Sunday paper's circulated outside the market and 28.5 percent of the ads were for jobs beyond the SMSA. Portland, with 65 percent of its Sunday circulation beyond the SMSA, had 26 percent of the ads for jobs outside.

Location of Job: In or Outside Central City?

ORC's effort to determine whether coded jobs were within or outside of the main city, but still within the study area boundaries, was somewhat frustrated by the presence of more than one newspaper serving smaller communities in three of the areas. The ads in the small papers were generally drawn from the local community, though there were some ads from the major cities to be found within their columns.

Whether the jobs are within or outside the central city provides some insight about the development of industry or shopping areas in the surburban areas. There are considerable differences among the areas. For example, in the Atlanta, San Diego, Dayton, New Orleans, Portland, and Santa Rosa papers, less than 70 percent of the coded ads were within the main city. The ads in the rest of the areas were more city based. Over 90 percent of the Boise and Wichita ads were for jobs within the city. No relationship between the size of the study area and the location of its jobs was apparent.

Ratio of Ads to Job Titles

Most ads are for a single occupation. The overall ratio of ads to job titles is 1:1.13 (one hundred ads would produce 113 job titles). However, in Wichita, which is the center for a large aircraft production industry, the ads tend to list more multiple occupations; there it would take only three ads to produce four jobs. Sunday papers have a slightly higher ratio of job titles to ads than daily papers.

SUMMARY

To summarize the major features of a help wanted ad section's composition -- only 30 percent of the ads examined represent new job opportunities for the job seeker looking for work on the twelve stock Sundays and daily in October. This 30 percent constitutes the ads coded. The rest were rejected because they had already been coded, because they were placed by private employment agencies, were for jobs outside the area, or represented other types of earning opportunities. The help wanted ad volume in both the Sunday and daily editions can be related to their circulation. The Sunday ad sections are considerably different from the daily ones in volume, composition, and content. The Sunday help wanted section contains 50 percent more ads than a daily one. Though there is considerable area variance, more than 25 percent of the Sunday help wanted ads are placed by private agencies, as compared to 14 percent on weekdays. The Sunday section also contains a larger proportion of out-of-area jobs. While most ads are for a single occupation, the ratio of job titles to ads is slightly higher in Sunday editions.

5

TOTAL VOLUME OF EMPLOYMENT SERVICE AND WANT AD LISTINGS

This chapter compares the volume of stocks and flows of want ads and employment service jobs. Findings over the twelve areas are analyzed for significant similarities or differences among them. A search for and test of variables associated with such area differences are made. The dimensions of the total public intermediary market are explored, together with the employment service percentage share of the market. The effect of Executive Order 11598 making it mandatory for government contractors to list their job openings with the employment service is examined for its contribution to the volume of agency jobs. Finally, the length of time each intermediary displays jobs during the flow month is examined, and the effect of their duration is related to the stock and flow findings.

The study's many facets require a presentation of some complexity, one necessarily placing demands upon the reader. Liberal use of the glossary of terms will reduce the chance that poor understanding of concepts might add unwarranted difficulties to the reader's task.

OVERALL COMPARISONS

The job seeker in a position to examine the total twelve-month stock of job listings in both the employment service and the want ads in all twelve areas would have been exposed to a total of 99,869 jobs. If he used both intermediaries daily throughout October in all areas, he would see a total of 39,728 listings. The two intermediaries together form a market of noteworthy size, but an intensely competitive one. In total, there were 38,979 new applications taken in the employment service offices alone in all the areas (Figure 5.1). Approximately two-thirds of these employment service applicants would have also been scrutinizing the

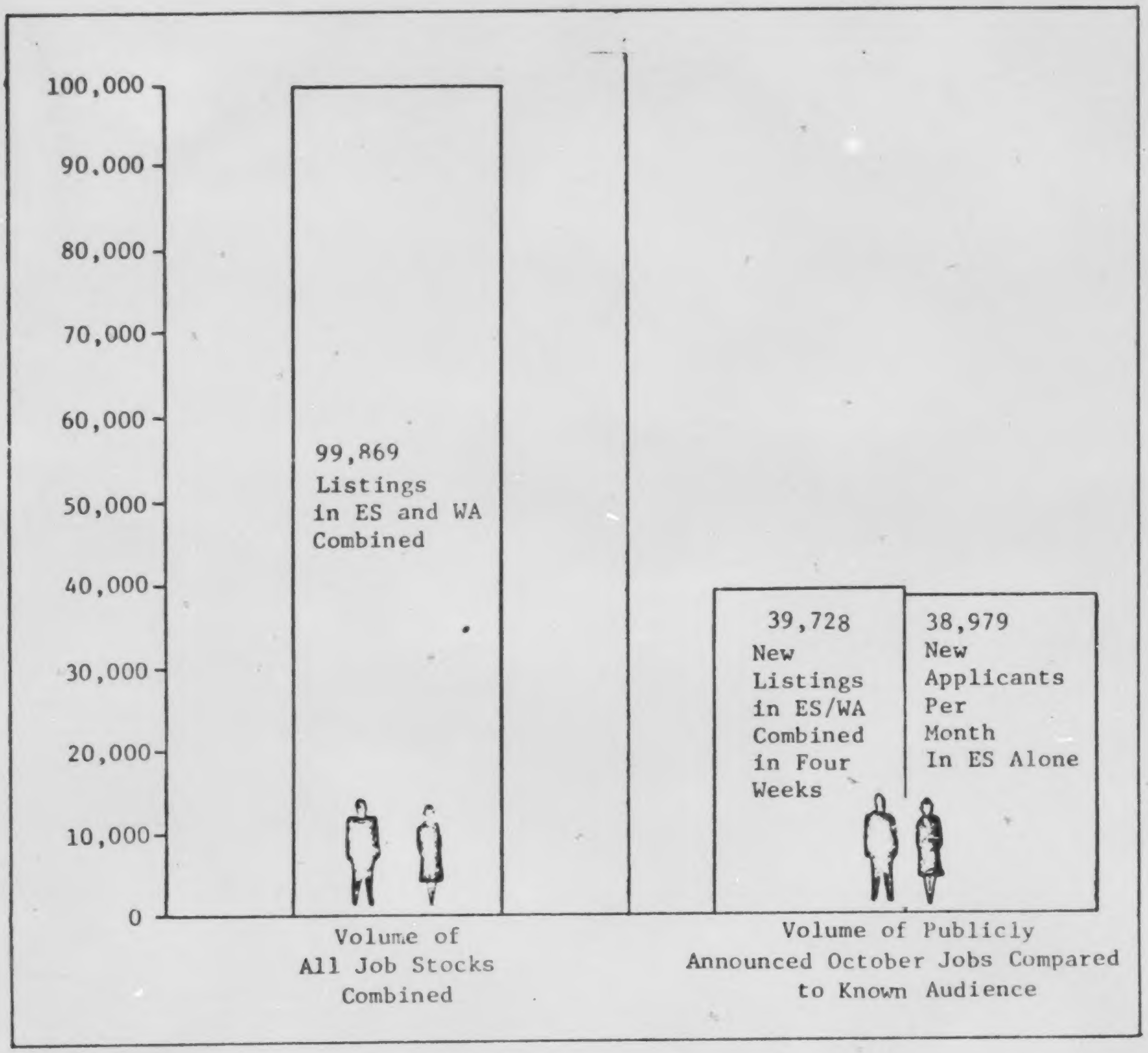
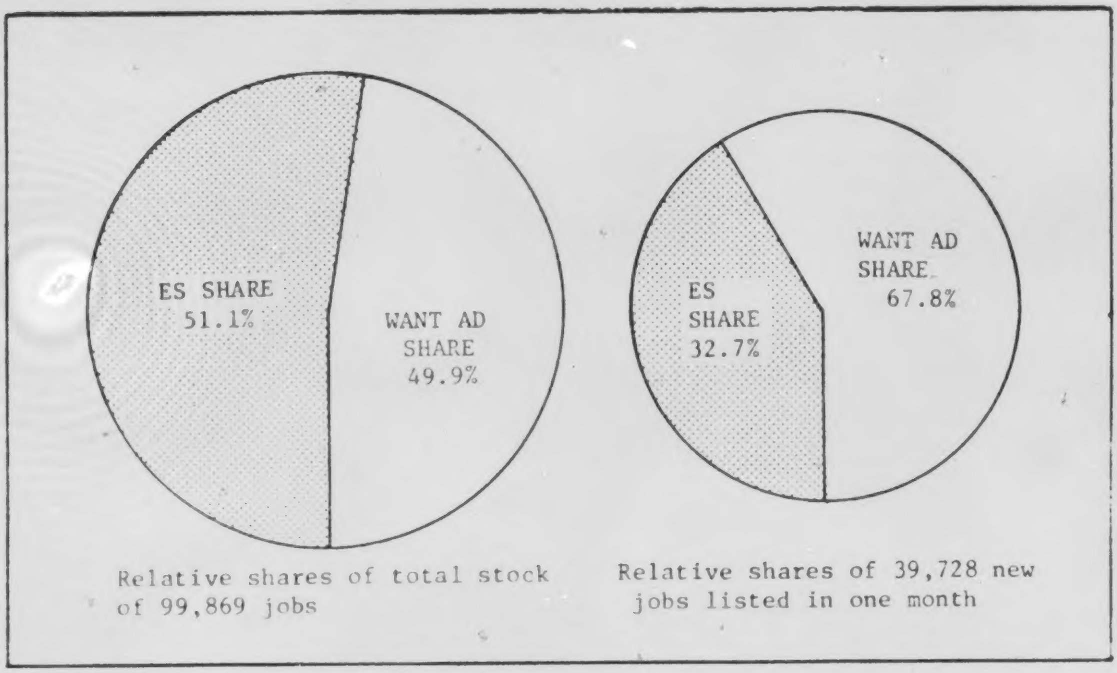


FIGURE 5.1. Volume of Publicly Announced Jobs Over All Areas

want ads for jobs.[12] (There is no way of identifying the number of individuals who sought jobs through the want ads but did not use the employment service.)

The job seeker using the two intermediaries on an intermittent basis would have found that the employment service, over all, had approximately the same inventory or stock of jobs as the want ads. Assuming the twelve areas studied to be reflective of metropolitan U.S.A., the employment service exposes the once-a-month job seeker to about 51.1 percent of the inventory in the public intermediary market (Figure 5.2). However, the employment service receives only 32.7 percent of the flow of new jobs compared to the want ads.



Relative shares of total stock of 99,869 jobs

Relative shares of 39,728 new jobs listed in one month

FIGURE 5.2. Market Share over All Areas

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[12] John Walsh, Miriam Johnson, and Marged Sugarman, Help Wanted: Case Studies of Classified Ads (Salt Lake City: Olympus Publishing Company, 1975), p.49.

The employment service's uneven market performance as between stock and flow can be attributed to the low velocity of its job inflow relative to that of the want ads, coupled with the longer duration of its listings.

After examining each source on the first day of the month, the job seeker would have been exposed to only 1.2 additional jobs during the remaining 27 days of the flow period for each job listed at the employment service on the first day. By reading the want ads daily, the job seeker would have been exposed to 4.2 new jobs in the remaining 27 days for each job seen the first day (Figure 5.3).

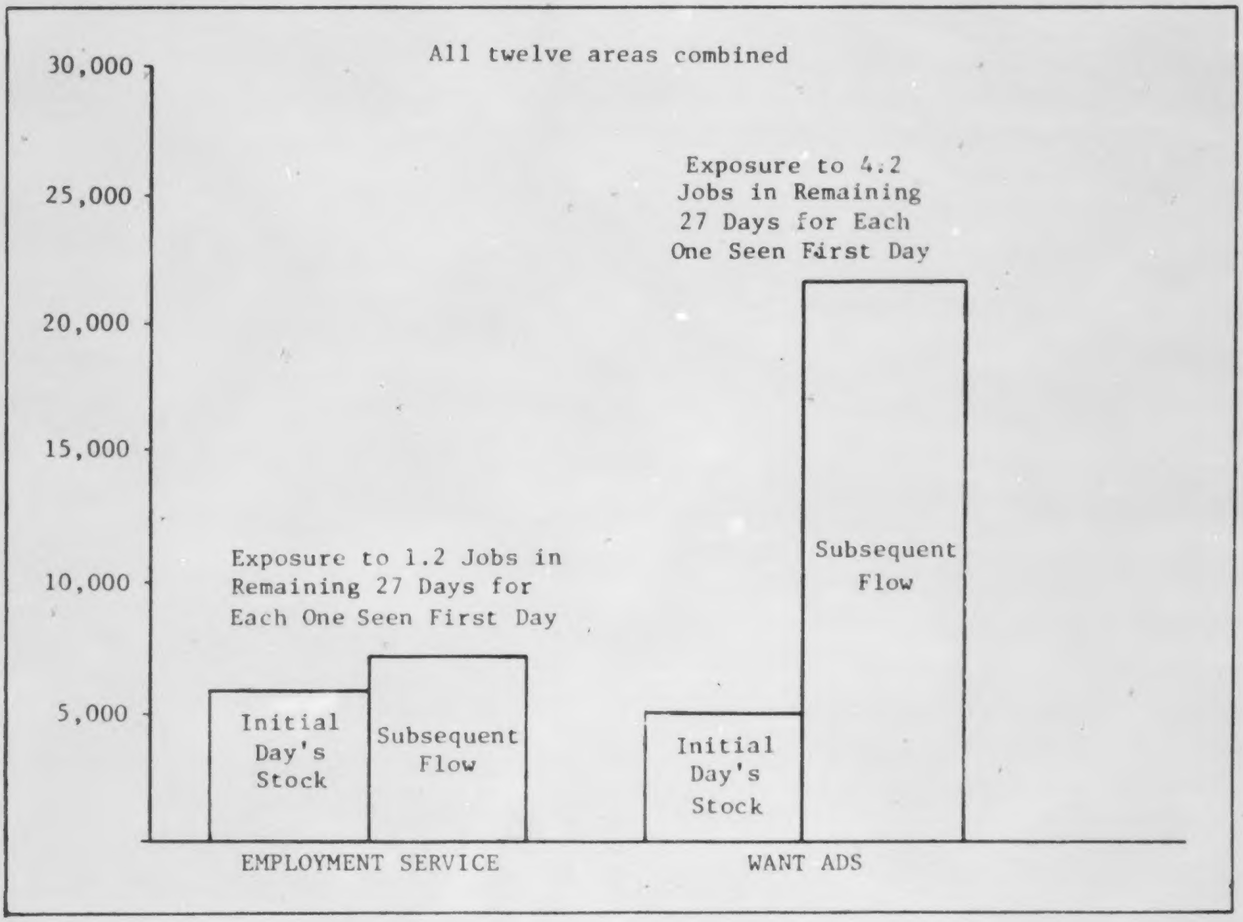

FIGURE 5.3. Comparison of the Public Intermediaries' Initial Stocks to Their Subsequent Flow of Jobs in October 1974.

The employment service's edge in inventory does not represent a pattern consistent in all areas studied. In the seven smallest areas, the employment service exposes the once-a-month job seeker to a larger inventory of jobs than the want ads; in the five larger areas, the want ads inventory is larger than that of the employment services. The employment service share of October jobs also varies by area (Figure A.1).

To the job seeker residing in Boise, Santa Rosa, Jackson, or Syracuse, the employment service would represent exposure to a greater number of total opportunities during this four-week period than the want ads -- the first day, together with the ensuing flow.

Yet the job seeker in each area would have good reason to read the newspaper help wanted ads every day because there were always more jobs appearing in subsequent newspaper editions than appeared there on the first day of the month. Varying by area, the job seeker engaging in a daily search of the ads would see at least 3.5 jobs and as many as 6.3 jobs subsequently for each one encountered the first day (Figure A.2).

In contrast, the job seeker using the employment service would have seen more jobs in the subsequent period than on the first day in only half of the areas studied. In the other six cities, the job seeker would subsequently see on the average only a fraction of a new job for each one available on the first day of the search. His reaction might be justified if he complained that he was seeing the same jobs over and over again.

RECESSION AND JOB VOLUME

The major recession occurring concurrently with the studies progress demonstrated starkly the vulnerability of both mechanisms to the economic environment. A more sophisticated analysis is undertaken in chapter 8.

Equating the June stock volumes to 100, we developed the following monthly index of volume from the volume at each subsequent stock point, for all areas combined (Table 5-1). It is clear that the volume of ads and employment service orders sharply reflected the rising unemployment rates.

TABLE 5-1

JOB VOLUME DURING THE RECESSION

Date	Index of Study Data Volume Change (not adjusted for seasonal patterns)		Percent of U.S. Unemployment Rate[a]
	Employment Service	Want Ads	
June (1974)	100	100	5.2%
July	105	121	5.3
August	132	126	5.4
September	105	99	5.8
October	74	78	6.0
November	62	53	6.6
December	50	42	7.2
January (1975)	47	56	8.2
February	47	59	8.2
March	55	64	8.7
April	61	68	8.9
May	66	76	9.2

[a] Seasonally adjusted. Compiled from BLS Household Survey.

AREA DIFFERENCES IN EMPLOYMENT SERVICE SHARE

The volume of public intermediary employment opportunities, that is job listings in the employment service and want ads combined, does not increase or decrease consistent with area population size. The public intermediary markets of Wichita and Des Moines, for example, offer the job seeker a larger volume of opportunities, both for combined stocks and for the October flow, than their counterparts in two larger markets, Dayton and Syracuse. Public intermediary markets tend to be comparatively active when one of the following exists:

(1) A relatively high rate of area recruiting and, therefore, of job listings in all intermediaries

(2) Conditions favoring job listing with public intermediaries in place of other recruiting techniques, such as new growth or relatively few competing intermediaries in an area

(3) A relatively high degree of double-listing of the same jobs in both want ads and employment service

New Orleans, Wichita, Des Moines, and Boise all encountered at least one of the above conditions during the study period.

An area's new hire rate[13] can be viewed as a relative measure of intensity of area recruitment efforts since each new hire is preceded by a job opening. An area job listing rate (the number of new listings per hundred persons employed during a month) demonstrates the intensity of employer use of the public intermediary for recruitment. The new listing rate verifies that Boise, Wichita, New Orleans, and Des Moines, the areas previously cited as having large public intermediary markets, led the other areas in intensity of public intermediary listing activity in October 1974 (Table 5-2).

Wichita and Des Moines, along with Jackson, Mississippi, also showed a relatively high rate of new hiring activity. The high new public intermediary job listing rate in Wichita and Des Moines is at

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[13] Data available only for manufacturing.

TABLE 5-2

AREA RATE OF NEW PUBLIC INTERMEDIARY JOB LISTING AND NEW HIRE RATE IN MANUFACTURING AREAS IN ORDER OF PUBLIC INTERMEDIARY LISTING RATE

Area	New public Intermediary Listing Rate per 100 Employed October 1974	New Hire Rate in Manufacturing per 100 Employed
Des Moines	1.5	4.0
Wichita	1.3	6.0
New Orleans	1.2	2.7
Boise	1.2	n.a.
Jackson	1.0	5.1
Portland	1.0	2.7
San Diego	1.0	n.a.
Richmond	0.9	2.3
Santa Rosa	0.8	n.a.
Syracuse	0.7	2.2
Dayton	0.7	1.9
Atlanta	0.6	3.3

least partly reflective of the high level of recruitment activity in those areas. Jackson's public intermediary job listing rate may be less responsive to the high volume of recruiting activity because of intense competition from private employment agencies.

The employment service and want ads can be expected to draw unequal shares of the jobs which filter into an area's public market. Insights about particularly strong or noticeably weak newspapers or employment service units can be gained by ranking study data for each intermediary in order of size. Because the volume of periodic inventory and the flow of new jobs are both important indicators, an area's intermediaries will be judged strong when both its stock and pure flow volume rise above its employment size rank; they will be judged weak only when both fall below its employment ranking.

Table 5-3 shows two of the areas which have active public intermediary markets -- Boise and Des Moines -- to be swelled by newspapers with relatively more locally placed job titles than papers serving larger areas. In contrast, Wichita's newspaper fails to achieve a rank in total job title volume above its SMSA rank in employment. Richmond is a city with a relatively strong newspaper. In contrast, the volume of local employer-placed job titles in the Syracuse, Dayton, and Santa Rosa newspapers is in all cases less than would be expected for labor markets of the size they serve.

The same analytic technique, when applied to employment service job inventories and flows, reveals a much more volatile relationship between stock and flow volumes than in the newspaper data, largely because of the wider differences in the duration of employment service job listings. Table 5-3 reveals Des Moines and Boise, both active public intermediary markets, along with Syracuse, to have employment service units with relatively strong capabilities for attracting jobs. In contrast, Atlanta, an area with low penetration of vacancies by public intermediary listings, and Dayton, Richmond, and Portland (the latter two areas of high public intermediary penetration) all have employment services which capture relatively few jobs.

Whether an employment service unit is weak or strong depends largely upon whether the employer chooses to use it as an alternative to or together with the want ads. How often that mechanism is chosen by the employer relative to its competitor determines its share of the public market.

TABLE 5-3

RELATIVE STRENGTHS OF AREA PUBLIC INTERMEDIARIES

Area	Rank in Employment	Newspaper Rank in Volume			Employment Service Rank in Volume[a]	
		Periodic Stocks	Flow Only	Stock and Flow	Periodic Stocks	Flow Only
Atlanta	1	1	1	1	4	6
San Diego	2	3	2	3	6	2
New Orleans	3	2	3	2	2	1
Dayton	4	7	5	6	7	7
Richmond	5	4	4	4	8	11
Syracuse	6	8	8	9	5	3
Wichita	7	5	6	7	3	10
Des Moines	8	6	7	5	1	5
Jackson	9	9	9	8	10	4
Portland	10	10	10	11	11	12
Santa Rosa	11	11	12	12	12	9
Boise	12	12	11	10	9	8

[a] Employment service "stock and flow" is omitted because it duplicates the "flow only" pattern.

There is great variation among areas relative to the employment service share of the public intermediary market. The employment service share of periodic stocks ranged from 72.8 percent in Syracuse to only 34.2 percent in Atlanta (Figure A.3). The range of differences among area employment service units in share of October jobs was even greater; Santa Rosa employment service captured the biggest share with 53.4 percent, while Richmond's employment service could claim only 18.7 percent of the October jobs. Factors affecting employers' choice of intermediary will be analyzed for strength of association in the next section.

VARIABLES AFFECTING AREA DIFFERENCES

The employer's perceptions of the two public intermediaries, the employment service and newspaper want ads, are affected by the demographic and economic characteristics of the market in which he does business, the strength of its newspaper, and the capability of the area employment service. The economic and demographic environment and the labor market conditions under which the employment service and want ads operate vary considerably from area to area; yet, within one area, such conditions affect both mechanisms equally. Within an area, it is the relative capability of the newspaper to capture jobs with which the employment service must contend. As Table 5-4 indicates, area employment service agencies in most cases vary markedly in their rank in market share of stock and their rank in pure flow job share.

To isolate those conditions most closely related to employment service market share, we identified economic, demographic, and other environmental factors as well as employment service and newspaper characteristics possibly related to employer choice of intermediary. Employment service share of periodic stocks by area, representing relative capability to display jobs at a particular point in time, and employment service share to pure flow, representing competitive standing in new job capture, served as evidence of employer choice of intermediary. Figure 5.4 presents these factors by our hypotheses as to how variance in each factor might affect employer choice of intermediary.

TABLE 5-4

EMPLOYMENT SERVICE MARKET SHARE RANKING BY AREA

Area by Size of Employment		Market Share Rank For Stocks	Market Share Rank For Flow Only
Atlanta	1	12	11
San Diego	2	11	6
New Orleans	3	9	5
Dayton	4	8	9
Richmond	5	10	12
Syracuse	6	1	4
Wichita	7	5	10
Des Moines	8	3	8
Jackson	9	7	2
Portland	10	4	7
Santa Rosa	11	6	1
Boise	12	2	3

Hypothesis Relating to Environmental Factors:	Employment Service Share of Stock and Flow:
SMSA population size	Larger population size means better organized competing mechanisms including newspaper, private employment agencies, unions, and lower employment service share of stock and flow.
Percent SMSA population in city	Higher percent in city permits more centralization, more specialization of staff, more efficient office size, and increases employment service share of stock and flow.
Racial minorities as a percent of SMSA population	Higher percent leads to higher proportion among employment service applicants and a lower employment service share of stock and flow.
Percent SMSA nonagricultural wage and salary employment in manufacturing	Higher percent leads to higher employment service share of stock and flow because employment service attracts more blue-collar jobs than do want ads.
Percent SMSA nonagricultural wage and salary employment in government	Higher percent leads to higher employment service share of stock and flow since want ads contain fewer public announcements of civil service openings.
Percent SMSA 1970 census employment in blue-collar work	Higher percent leads to higher employment service share of stock and flow since employment service attracts more blue-collar jobs than do want ads.
Percent 1970 census employment in low-pay, low-status occupations	Higher percent leads to higher employment service share of stock and flow because employment service attracts more such jobs.
Average annual unemployment rate, 1974	Higher rate leads to diversion of employment service staff from employer service to application-taking and results in lower employment service market share.
Number of employing units in SMSA, 1974	Higher number should mean larger number of small employers and a higher employment service share of stock and flow since want ads dominated by large employers.

FIGURE 5.4. Variable Hypotheses

Average employment per employing unit, 1974	Lower number should mean larger number of small employers and, therefore, a higher employment service share of stock and flow.
Annual average hourly earnings in 1974	Lower goes with a market more severely hit by recession, sending more unemployed to employment service and diverting attention from employer service, reducing its market share.
Number of private agencies in the metropolitan area phone book	More goes with a better organized market and competing mechanisms including newspaper; therefore, a lower employment service market share.
Hypotheses Relating to Newspaper Characteristics	Employment Service Share of Stock and Flow:
Sunday circulation	Greater means more help wanted ads and, therefore, smaller employment service share of stock.
Ratio of local circulation to total Sunday circulation	The higher the ratio, the more locally placed newspaper ads there ought to be and the smaller the employment service market share of stock.
Ratio of local Sunday circulation to area population	The higher the ratio, the more locally placed newspaper ads there ought to be and the smaller the employment service share of stock.
Ratio of local ads to local employing units	The higher the ratio, the greater the proportion of want ad users and the more likely a small market share is for employment service.
Combined daily circulation	Greater means more help wanted ads and, therefore, smaller employment service share of flow.
Ratio of local daily circulation to total daily circulation	The higher the ratio, the more locally placed help wanted ads there ought to be, and the smaller the employment service share of flow.
Ratio of local daily circulation to area population	The higher the ratio, the more locally placed help wanted ads there ought to be, and the smaller the employment service share of flow.

FIGURE 5.4 (cont.)

Ratio of local new ads to total ads	The higher the ratio, the more likely employment service is to have a smaller share of flow.
Hypotheses Relating to Employment Service Characteristics	Employment Service Share of Stock and Flow:
Size of population served by employment service staff member	The larger the population to be served by each staff member, the less time for employer focus, and the smaller the employment service share of stock and flow.
Degree of brokerage (personalization) of information display only	The higher the degree of brokerage, the greater the differentiation with the help wanted ads, and the greater employment service market share.
Ratio of individuals placed to new applicants	The higher the ratio, the better service to employers ought to be, and the greater employment service share of market.
Ratio of minority share of applicants available to minority share of population	The higher the ratio, the lower the employer perception of the employment service applicant pool, and the smaller the employment service market share.
Ratio of openings to orders	The higher the ratio, the more undercount of employment service jobs possible, and the smaller the employment service share.
Ratio of average monthly placements to average monthly openings	The higher the ratio, the greater employer satisfaction with employment service, then the greater the employment service market share.
Ratio of average monthly placements to unit of staff	The higher the ratio, the greater employer satisfaction with employment service, then the greater the employment service market share.

FIGURE 5.4 (cont.)

Each factor's relationship to employment service share of periodic stocks and pure flow was tested using stepwise multiple regression techniques. The size of the area population served by each employment service staff was the factor found to have the strongest degree of association with employment service share of periodic stocks: area employment service units with a larger population to be served by each staff person had a smaller share of the periodic stock of jobs. A correlation coefficient of 0.784 was obtained for this relationship. When area population served by each employment service staff and SMSA population were analyzed for their combined effect upon employment service share of the local public intermediary market, a multiple correlation coefficient of 0.881 was obtained. Thus, the larger the SMSA and the greater the tendency to have a relatively large population served by each staff member, the smaller the employment service share of the periodic stock of public intermediary jobs. In large areas with a large applicant group to be served by each staff member, the focus is drawn away from the employer to the applicant registration forms to be completed. If the Balanced Placement Formula funding allocation produced this combination of heavily populated area and relatively large population served by each employment service staff member, then the claims of large industrial state employment service agencies that the Balanced Placement Formula allocation discriminated against them in 1974-75 may be valid.

The factor found to have the greatest association with area employment service share of the flow of new jobs was the percent of 1970 census employment in "low-pay, low-status occupations,"[14] defined as nonfarm laborers, farm laborers and foremen, cleaning and food service workers, and private nous hold workers. The correlation coefficient obtained for this relationship was 0.834. Thus, the larger the concentration of such jobs in the local area, the greater the employment service share of the flow of new jobs into the public intermediary market.

When the percentage of 1970 employment in low-pay, low-status occupations was combined with two other factors, the ratio of locally placed ads to local employing units and the size of the area population served by each employment service staff member to analyze the strength of their combined association with employment service share of flow, a multiple correlation coefficient of 0.941 was obtained. This indicates that the employment service would have a higher share of new publicly announced jobs in an area whenever there is:

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[14] Summary Manpower Indicators, U.S. Dept. of Labor, Employment and Training Administration, Lawrence Berkeley Laboratory, November 1972.

(1) A relatively high proportion of "low-pay, low-status" jobs
(2) A low ratio of locally placed help wanted ads to local employing units
(3) A relatively small population to be served by each staff member

All but 11.5 percent of the variability among employment service units in the share of publicly announced job flow can be explained by differences in these three factors. Only the last factor, population served per staff member, is in any way within the employment service's span of control. Even then, control over the purse strings lies ultimately in the hands of Congress.

EFFECT OF MANDATORY LISTINGS

Jobs compulsorily listed with the employment service by government contractors in compliance with Executive Order 11598 issued in 1971 expand both the stock and flow of jobs into the employment service. As Figure 5.5 indicates, a total of 45,804 job orders in the periodic stocks to which the job seeker would have been exposed across eleven areas, 9,802 or 21 percent of employment service periodic stocks, could be attributed to the mandatory listings program.[15]

Of all employment service job orders available to the job seeker, only nonmandatorily listed ones represent definite evidence of employer free choice of the mechanism, though many would list without legal compulsion. A comparison between the periodic stocks in want ads and the employment service across the eleven areas seems to indicate that mandatory listings account for the employment service lead in volume of

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[15] All data for Syracuse excluded because mandatory listings data could not be tabulated for employment service in that area without extraordinary expense. All employment service stock data missing for Local Office 2005 in Dayton due to administrative error.

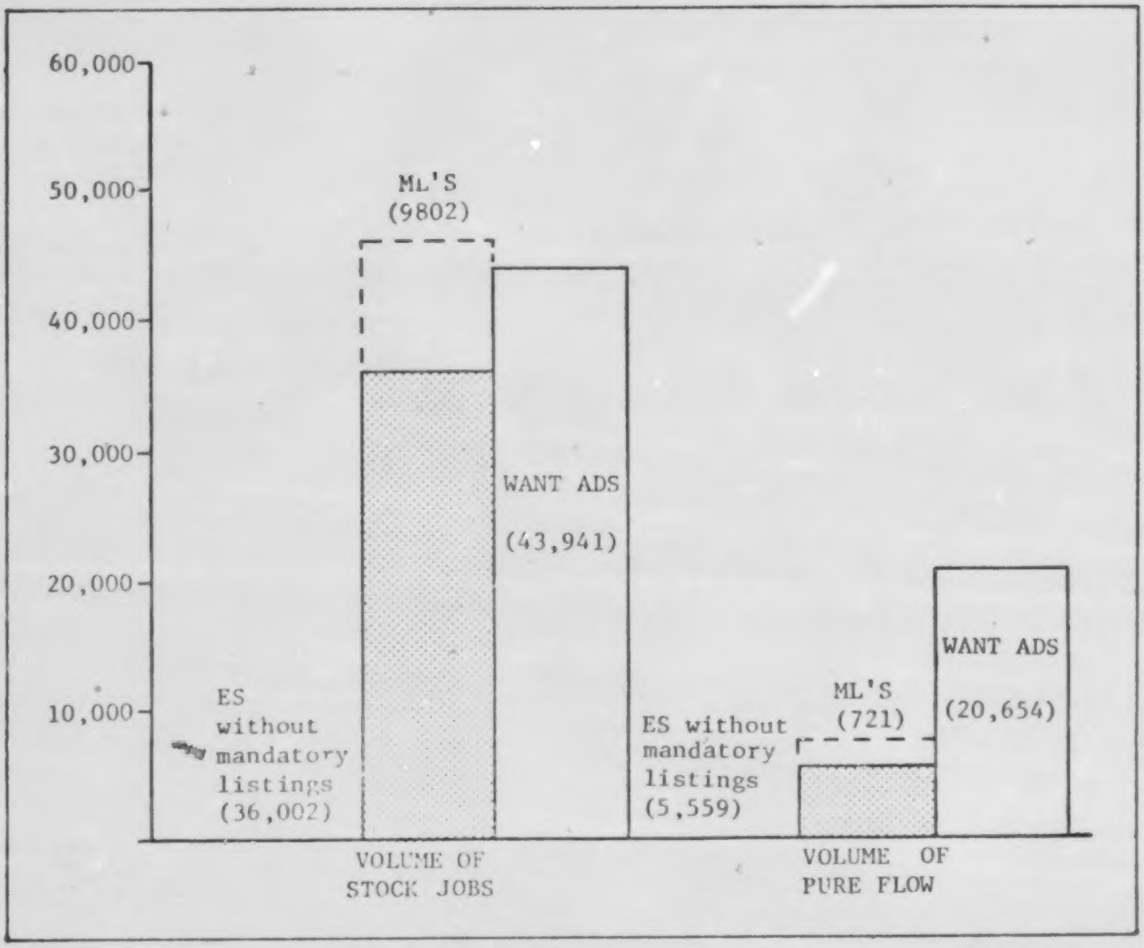

FIGURE 5.5. MANDATORY LISTINGS IN EMPLOYMENT SERVICE VOLUME

inventory. And, though the once-a-month job seeker sees a slightly larger volume of jobs in the employment service than in the want ads, his ability to compete for over 20 percent of them may be hampered by the employer's compulsory use of the agency, resulting in a less receptive attitude toward his referrals. However, mandatory-listed jobs constitute only 11.5 percent of the inflow of new jobs.

The mandatory listings program makes a much more positive contribution to employment service job inventories and pure flows in some areas than in others. As much as 37 percent of the inventory in Dayton's employment service emanates from mandatory listings, while only 3.2 percent of periodic stocks at Santa Rosa's employment service consists of mandatorily listed jobs (Figure A.4). The contribution of mandatory listings to pure flow range from 34.1 percent in Dayton (over twice the contribution of mandatory listings than any other employment service) to only 0.3 percent in Santa Rosa. But, regardless of how large the contribution of mandatory listings make to an area's employment service job opportunities, in no area do they tip the balance from a want ad edge in volume to an employment service advantage either in periodic stocks or flow. It is clear that mandatory listings, while a small part of the flow into the employment service make an important contribution to its stock because they are of relatively long duration (Figure A.5). In areas with relatively large numbers of government contractors, they assume even greater importance.

DURATION OF JOB LISTINGS IN THE EMPLOYMENT SERVICE

The newspaper classified advertising managers interviewed for this study estimate the average duration of a help wanted ad at between three and five days and 61 percent of the ads studied were in fact listed for between two and five days. Employment service statistics on duration of listings are limited to frequency of jobs open more than 30 days and over 180 days, in comparison to total openings. Employment service staff were able to make only rough guesses as to the average duration of a job order. Ideally, an assessment of average job order duration in the employment service would require the inclusion of ESAR statistics as well as study data. The unavailability and incompatibility of some of the ESARS data tested resulted in our retreat to a formula based upon study data alone. The formula derived for average duration would be accurate in a period in which job outflow equals job inflow. Since the only new job inflow at our disposal is for October 1974, an early month in the deepest recession since the 1930s and therefore undoubtedly low in relation to job outflow, the resulting figures for average duration for a job order are assumed to be overstated. Consequently, in looking at these average duration figures, the reader should keep in mind that the gap between the highest and lowest area durations would have been narrowed somewhat with data from a more static study period. Nevertheless, area differences are important since they reflect relative state agency freedom in setting administrative policies as to job order life and old order inactivation. The average life of a job order is somewhat obscured by such variant policies.

In a stable environment, the average daily duration of an employment service listing can be expressed as the average daily stock of listings divided by new job inflow per day during the flow period. Expressed as a formula, it looks like this:

$$\text{Average order duration} = \frac{\text{Average day's stock}}{\text{New job inflow per day}}$$

where

$$\text{An average day's stock} = \frac{\text{12 combined month-end stocks}}{12}$$

and

$$\text{New job inflow per day} = \frac{\text{Pure flow}}{\text{Number of workdays in pure flow period}}$$

Using this formula, we derive the following table of average duration of display for the area employment service units studied.

As Table 5-5 indicates, the Wichita employment service keeps its orders open far longer than the other units studied. The San Diego and Jackson employment services dispose of their job orders almost as quickly as the newspapers close out their ads. If employment service administrative practices artificially extending job order life are

TABLE 5-5

AVERAGE DURATION OF JOB ORDERS BOTH RECEIVED AND CLOSED WITHIN THE FLOW PERIOD

		Duration of Job Orders Received and Closed in October	
	Estimated Average Total Duration (Workdays)	Percent of Total Received and Closed by End of Month	Average Duration of Those Received and Closed in October (Workdays)
Wichita	43.0	7.7%	8.5
Richmond	27.0	5.7	9.0
Des Moines	24.6	24.2	12.1
Atlanta	24.5	25.5	11.2
Dayton	16.5	30.1[a]	9.9[a]
Syracuse	15.1	46.7	10.7
Boise	14.3	53.9	9.5
Portland	13.2	68.1	6.0
New Orleans	8.2	75.2	3.4
Santa Rosa	7.5	83.0	2.7
Jackson	5.5	66.0	6.3
San Diego	5.0	68.4	5.8

[a] Data for Local Office 2005 missing.

accepted as a part of the average order duration, then the average duration of an employment service mainstream order across all areas studied is 16.2 working days. This means that the employment service holds the average job order over three weeks before it is filled or canceled. Partly as a result of administrative practice, the employment service job orders are displayed over three times as long as the average want ad.

It is evident that area employment service units holding job orders open a relatively long time close very few of their job orders within the given period. Wichita, with an estimated average order life of well over a month, closed less than 8 percent of the job orders it received during October 1974. The Richmond employment service closed an even smaller proportion of its job orders -- less than 6 percent.

On the other hand, employment service units with a relatively short average order life closed most of their new job orders by the end of the period. Santa Rosa filled (or canceled) 83 percent of the job orders it received during the four-week period; New Orleans closed 75 percent of its new jobs. San Diego, Portland, and Jackson employment service units were nearly as active, closing between 66 and 69 percent of their new orders. The relative efficiency of these five units can be attributed to the high percentage of job orders closed by them within one day of their receipt. The New Orleans employment service closed 53 percent of its flow of new orders within one day; Santa Rosa, 42 percent; Portland, 41 percent; Jackson, 37 percent; and San Diego, 10 percent in that period. None of the others filled as many as 6 percent of their new jobs in one day, and two area units closed not a single job order in one day.

The records thus clearly show considerable differences in the stance assumed by area units in handling new orders. One can only imagine the operational differences producing the great variance in volume of in-and-out jobs. All employment service units studied receive a share of hard-to-fill job orders requiring extensive file search and other time-consuming efforts. But some areas, either because of lapses in the housekeeping activities necessary to close out an order or because of difficulties in effecting a match, hold their orders open a relatively long time. It is the long duration of employment service job orders that gives it a higher proportion of the stock of public intermediary jobs, while the want ads excel in job flow.

6

THE OCCUPATIONAL COMPOSITION AND INDUSTRIAL SOURCES OF PUBLIC INTERMEDIARY JOBS

This chapter analyzes the occupational composition and industrial sources of jobs listed with the employment service and in want ads. The occupational section focuses upon differences in occupational composition between the two intermediaries, their respective share of occupations and a comparison of occupational differences within the employment service between flow and stock. The industrial section compares, by industry, employers' relative preferences for the employment service or want ads.

OCCUPATIONAL COMPARISONS

The occupational mix of job listings differs both between intermediaries and between stock and flow within each, among areas, and between mandatory and nonmandatory listings with the employment service.

Employment Service versus Want Ads

Of the job seekers using the want ads and employment service on a once-a-month basis, the white-collar worker sees a bigger array of opportunities in both than the blue-collar worker (Table 6-1). Blue-collar and agricultural workers find more opportunities at the employment service; service workers, a large proportion in both.

TABLE 6-1

BROAD OCCUPATIONAL GROUPINGS OF JOBS IN EMPLOYMENT SERVICE AND WANT ADS

(Ranked by percentage share of total)

	Employment Service			Want Ads		
Rank	Periodic Stocks	Flow Only	October Jobs	Periodic Stocks	Flow Only	October Jobs
1	White Collar (43.0)	White Collar (35.2)	Blue Collar (35.5)	White Collar (53.5)	White Collar (48.2)	White Collar (48.5)
2	Blue Collar (34.2)	Blue Collar (32.2)	White Collar (35.2)	Service (23.2)	Service (25.5)	Service (25.3)
3	Service (21.1)	Service (30.0)	Service (27.0)	Blue Collar (20.2)	Blue Collar (22.3)	Blue Collar (22.5)
4	Agriculture (1.3)	Agriculture (2.1)	Agriculture (1.9)	Unknown (2.6)	Unknown (3.3)	Unknown (3.2)
5	Unknown (0.4)	Unknown (0.5)	Unknown (0.4)	Agriculture (0.5)	Agriculture (0.7)	Agriculture (0.5)

But the difference between want ads and employment service in occupational makeup is much more obvious to the daily job seeker than to the occasional user. Viewed from any perspective, the want ads are dominated by white-collar jobs; the ads expose the white-collar worker to nearly twice as many opportunities as the service worker, and more than double those for the blue-collar worker. In contrast, the smaller advantage enjoyed by the white-collar worker, using the employment service on the first day of his October search, is substantially reduced in subsequent days. After the first day, the blue-collar and service job seekers see nearly as many opportunities as the white-collar worker. Thus in both stock and flow, the overall composition of employment service job listings is weighted to serve a broader group of job seekers than the want ads! The added importance of white-collar opportunities in the employment service job inventory can be attributed to their relatively longer duration.

A finer occupational breakdown (to one-digit DOT) reveals more about the types of white- and blue-collar opportunities predominant at employment services and in want ads (Table 6-2). From any perspective, want ads carry a higher proportion of professional, technical, managerial, and clerical jobs than the employment service, occupations normally associated with a broker function.

Service and clerical are the main occupations of new job inflow to both intermediaries, accounting for over 50 percent of new employment service jobs and over 40 percent of new want ad jobs. Sales and professional-technical-managerial jobs, all white collar in nature, are the two constituents of want ads next in size. In contrast, the next largest occupational components of the employment service flow are blue collar in nature. Professional, technical, and managerial jobs, only fifth largest in employment service flow, become the second most important constituent of its stock, largely because of their relatively long duration. Structural work (such as welding, construction jobs), machine trades, and miscellaneous work (such as truck driving, service station attendant, packaging, and warehousing) are the most widely available blue-collar opportunities in both employment service and want ads.

TABLE 6-2

FIRST-DIGIT DOT OCCUPATIONAL COMPOSITION OF EACH MECHANISM

(Ranked by percentage share of total)

	Employment Service			Want Ads		
Rank	Periodic Stocks	Pure Flow	October Jobs	Periodic Stocks	Pure Flow	October Jobs
1	Service (21.1)	Service (30.0)	Service (27.0)	Service (23.1)	Service (25.3)	Service (25.1)
2	Prof-Tech-Mgr (17.0)	Clerical (20.8)	Clerical (17.5)	Clerical (19.1)	Clerical (17.7)	Clerical (17.7)
3	Clerical (16.3)	Miscellaneous (12.3)	Structural (11.3)	Prof-Tech-Mgr (18.3)	Sales (15.2)	Sales (15.2)
4	Structural (11.1)	Structural (9.6)	Miscellaneous (11.3)	Sales (15.8)	Prof-Tech-Mgr (15.0)	Prof-Tech-Mgr (15.2)
5	Machine Trade (10.5)	Prof-Tech-Mgr (7.8)	Prof-Tech-Mgr (10.2)	Structural (6.4)	Structural (7.2)	Structural (7.2)
6	Sales (9.7)	Sales (6.6)	Machine Trade (8.1)	Machine Trade (5.9)	Miscellaneous (6.8)	Miscellaneous (6.8)
7	Miscellaneous (7.4)	Machine Trade (5.5)	Sales (7.5)	Miscellaneous (5.6)	Machine Trade (5.7)	Machine Trade (5.9)
8	Benchwork (4.0)	Benchwork (3.4)	Benchwork (3.4)	Occ. Unknown (2.6)	Occ. Unknown (3.3)	Occ. Unknown (3.2)
9	Farm, Forest Fish (1.3)	Farm, Forest Fish (2.1)	Farm, Forest Fish (1.9)	Benchwork (1.8)	Benchwork (1.9)	Benchwork (2.0)
10	Processing (1.2)	Processing (1.4)	Processing (1.4)	Farm, Forest Fish (0.5)	Farm, Forest Fish (0.7)	Farm, Forest Fish (0.7)
11	Occ. Unknown	Occ. Unknown	Occ. Unknown	Processing (0.4)	Processing (0.5)	Processing (0.5)

The same second-digit occupational groupings tend to predominate in both intermediaries' listings. Most clerical jobs in the two intermediaries are of a stenographic, typing, and filing character (20) or in computing, accounting, and recording (21). Food service and preparation (31) and domestic (30X) are the service occupations dominating the two mechanisms. Of blue-collar jobs, those for mechanics are most frequently displayed by both the employment service and want ads.

To some extent the two mechanisms also enjoy separate areas of occupational strength. The third most important service occupation in employment service listings is janitorial work (38), an occupation of little importance in the want ads. Medical and health occupations (07) are by far the professional, technical, and managerial occupations most often listed in the want ads, while architectural and engineering jobs (00-01) figure most heavily among employment service professional, technical, and managerial orders. Machinists' jobs are second in frequency among employment service blue-collar orders; transportation attendants are second among the want ads.

Occupations in which job seekers are likely to be exposed to a large variety of opportunities have a volume equal to at least 2 percent of the stock. As can be seen in Table 6-3, the employment service inventory contains ten high-volume occupations in relation to only nine in the want ads. These ten occupations account for over 27 percent of the jobs in a typical employment service job inventory, the nine occupations for almost 30 percent of the titles in a Sunday want ad edition.

Waitresses and waiters find the largest stock of job listings in both intermediaries. Domestic workers, secretaries, cooks, auto mechanics, and insurance salesmen all would find more than 2 percent of both intermediaries' job stocks appropriate to their needs. The want ads, in addition, have the dubious distinction of having more than 2 percent of their jobs displayed in such a way as to make their nature completely indistinguishable, and another 2 percent clearly sales but with the product undefined. Thus 4 percent of its titles, rather than permitting readers to match themselves to the job through

TABLE 6-3

THREE-DIGIT OCCUPATION CODES CAPTURING MORE THAN 2 PERCENT OF THE STOCK AND PURE FLOW

(All periods and areas combined)

Employment Service (Stock)

Code	Title	Frequency
311[a]	Waiter, waitress	1,978
313[a]	Cook	1,659
620[a]	Auto mechanic	1,501
30X[a]	Domestic worker	1,414
201[a]	Secretary	1,357
219	Accounting clerk	1,340
381	Janitor and porter	1,271
250[a]	Insurance sales	1,220
209	Clerk typist	1,205
90X	Truck driver	1,026
	TOTAL[b]	13,971

Want Ads (Stock)

Code	Title	Frequency
311[a]	Waiter, waitress	2,428
30X[a]	Domestic worker	2,224
201[a]	Secretary	2,151
288	Salesman, product unknown	1,507
000	Occupation unknown	1,380
313[a]	Cook	1,264
250[a]	Insurance and real estate sales	1,223
620[a]	Auto mechanic	1,036
075	Nurse (RN)	1,034
	TOTAL[c]	14,247

Employment Service (Pure Flow)

Code	Title	Frequency
30X	Domestic worker	528
209	Clerk typist	293
311	Waiter, waitress	261
381	Janitor and porter	252
219	Accounting clerk	239
90X	Truck driver	236
318	Kitchen helper	228
313	Cook	220
92X	Packager	176
915	Service station attendant	159
922	Warehouseman	157
86X	Construction laborer	155
47X	Agricultural worker	146
32X	Hotel-motel maid	138
	TOTAL[d]	3,188

Want Ads (Pure Flow)

Code	Title	Frequency
30X	Domestic worker	1,223
311	Waiter, waitress	1,072
201	Secretary	766
000	Occupation unknown	715
288	Salesman, product unknown	657
313	Cook	544
20X	File clerk	512
250	Insurance sales	435
	TOTAL[e]	5,924

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[a] Occupations with a high volume of listings in both intermediaries.

[b] Total = 27.4 percent of stock.

[c] Total = 29.2 percent of stock.

[d] Total = 46.3 percent of pure flow.

[e] Total = 27.3 percent of pure flow.

personal identification with the title or activity, attract the inexperienced person who finds few opportunities in the ads with which he can clearly identify.[16]

Each mechanism dominates as medium for public announcement of certain kinds of jobs. The public medium exposing registered nurses to a large variety of opportunities is the Sunday want ad edition. The employment service's job inventory contains the listings for accounting clerks, janitors and porters, clerk-typists, and truck drivers.

As in overall occupational composition, the employment service's inventory of high-volume jobs serves a broader range of job seekers. It has large blocks of jobs for five types of workers: clerical, sales, service, machine trades, and miscellaneous; the want ads for only four: professional, clerical, service, and machine trades.

The following high-volume jobs in the employment service and want ad stocks are among occupations with the largest employment nationally as identified by the census (secretaries, miscellaneous, clerical workers, private household workers, typists, waiters and waitresses, registered nurses, truck drivers, janitors, and nurses aides). However, the census high-volume occupations also include: teachers, retail sales, managers, miscellaneous operatives, cashiers, and engineers, which are not among the employment service and want ad high-volume occupations. The high-volume occupations they do have in common with the census tend to be higher turnover occupations with less attached workers. In addition, the public domain listings overrepresent sales jobs of uncertain income.

Comparison of Stock to Flow

The difference between the two mechanisms in number and kinds of high-volume occupations would be much more obvious to the daily user. The high-volume areas of opportunity at the employment service increase from ten visible on the first day to fifteen in the subsequent period, while those of the want ads shrink from nine to eight.

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[16] Only 10 percent of the ads specifically state that no experience is required. Walsh, Johnson, and Sugarman, Help Wanted: Case Studies of Classified Ads (Salt Lake City: Olympus Publishing Company, 1975), p. 48.

Approximately 46 percent of the new job listings received by the employment service are for these fifteen high-volume occupations. Occupations high in employment service new job volume, but not in inventory, must have job outflow so close to new job inflow that no significant accumulation of inventory can occur. Employer perceptions about a ready pool of suitable workers from the employment service for their jobs are clearly reinforced in these occupations: kitchen helper, packager, service station attendant, warehouseman, construction laborer, agricultural worker, and hotel-motel maid.

At the employment service there is a pronounced difference in those high-volume occupations seen by the daily job seeker on the first day of search and the new ones appearing with relatively high frequency in the subsequent period. Only seven occupations are high volume in both the initial stock and subsequent flow: waitress, cook, domestic worker, accounting clerk, janitor, clerk typist, and truck driver. That these jobs are high in both stock and flow indicates that applicant demand for them is probably great enough to reinforce employer preceptions of the ready applicant pool, but that applicant acceptance of them is selective, allowing a stock of less desirable listings to accumulate.

The three occupations with high volume in initial stock but not in the subsequent inflow (auto mechanic, secretary, and insurance sales) may accumulate in the employment service because they take a relatively long time to match. Insurance sales jobs are usually of uncertain income and are often kept open for long periods by the employer.

The eight high-volume occupations in new want ads represent approximately 27 percent of the flow volume. Since want ad flow varies from its stock only in the inclusion of weekday editions, the sole inference about employer behavior which can be drawn from differences between them is that relatively heavier use of weekday editions for certain jobs, such as file clerk, probably indicates that the employer cannot hold off public announcement of such jobs until the Sunday edition.

The slight shrinkage of want ad high volume job titles from stock to flow, both in number of occupations and percentage of job listings, is indicative of the greater preference of certain employers for the

Sunday edition. They list auto mechanic and registered nurse opportunities, which constitute 2 percent of stock but not of pure flow, much more commonly in Sunday editions than in weekday papers.

Comparison by Areas

The individual areas vary considerably from the overall area occupational composition pattern of both want ad and employment service stock and flow. This is probably a reflection of the effect of local labor market characteristics upon employer perceptions of the two intermediaries. In SMSAs with heavy agricultural activity, both the employment service and the want ads receive more agricultural job orders than elsewhere. In manufacturing-oriented SMSAs, blue-collar jobs are a more important component of new newspaper ads than elsewhere. Still, at least half the areas have service occupations as the major component of both employment service and want ad stock and flow. This may indicate that the employers' perceptions about the kind of job best suited to public broadcast transcend local recruitment patterns.

Some titles with more than 2 percent of the public intermediaries listings are also reflective of the needs of that particular local economy. This is the case in Santa Rosa where agricultural workers figure among employment service and want ad occupations with 2 percent or more, and in Wichita where machinists figure among both employment service and want ad occupations of 2 percent or more.

While the occupational composition of the job stocks of the two intermediaries may be contorted to meet the conditions in the local economy, the once-a-month job seeker could count on exposure to the same core of high volume jobs in any area, particularly in the want ads. In eleven of the twelve areas studied, waitress-waiter, domestic cook, secretary, and salesman (product unknown) figure among the occupations with the biggest publicly announced job order arrays. Employer perceptions of a ready audience to public broadcast of the above jobs do therefore transcend the local market (Table A-1).

While the daily job seeker would find the same core of high volume jobs among employment service orders in nearly every area on the initial day of search, a great deal less conformity among areas in high-volume occupations would be encountered within the new jobs seen subsequently. Rather than representing a consistent pattern across areas, occupations constituting of more than 2 percent of pure flow are often the result of heavy activity in a few areas. Thus, while employment service agencies across the country have similar experience with jobs that take longer to match, they encounter different employer choices in the kinds of jobs they list heavily with the employment service.

Relative Occupational Strengths

The relative occupational strengths of the employment service and the want ads can be identified by comparing the total volume of jobs held by both mechanisms in a particular occupational grouping (Table A-2).

The employment service holds an edge over the want ads in public market share of stock overall and in each of the following groups:

Code	Occupation
4	Farming, forestry, fishing
5	Processing occupations
6	Machine trades
7	Benchwork occupations
8	Structural occupations
9	Miscellaneous occupations

Within these groupings, the employment service has the edge in all categories except a few small occupations, such as printing (65), motion picture occupations (96), graphics (97), and other miscellaneous occupations (99).

The want ads, on the other hand, have at least a slight edge in job stocks in the following major categories:

Code	Occupation
00	Occupation unknown
0-1	Professional, technical, managerial
20-24	Clerical
25-29	Sales
3	Service

While the employment service clearly dominates as holder of publicly announced agricultural and blue-collar job listings, the want ads have only a partial hold over categories within the major occupational groups where they hold the advantage. The employment service may not have the larger share of public professional, technical, and managerial listings, but it holds a clear advantage in the stock of all professional and technical occupations except medicine and health (07), writing (13), art (14), and entertainment and recreation (15); it also holds the edge in one managerial area: miscellaneous managerial, technical, and administrative (19). The want ads' control over the majority of the service area can be attributed to its control of a larger share of domestic jobs (30), opportunities for lodging attendants (32), and barbering and cosmetology jobs (33). On the other hand, the employment service holds only a minority of the job stock in every sales and clerical function except computing, accounting, and recording (21).

The employment service position in stock is, in general, the result of the long retention of jobs in its inventory beyond a point economically feasible in the want ads, rather than large inflow. This is the case with those particular professional, technical, and managerial occupations where it holds the lead; these occupations may constitute a two to three times greater percentage of employment service stock than of flow. Consequently, want ad domination over white-collar opportunities is really not challenged by the employment service.

Some blue-collar occupations also constitute a larger proportion of employment service stock than flow, relatively indicating their long duration in inventory. Harder to fill blue-collar categories include jobs for machinists, mechanics, and others in the machine trades and structural jobs such as sheet metal work. Jobs selling services or specialty equipment may also take longer to match since they are a little larger component of employment service stock than flow.

Generally, however, clerical, service, agricultural, and miscellaneous jobs are a bigger part of employment service flow than stock. These occupational fields, which encompass 58 percent of the employment service new job flow, are often perceived as containing a high proportion of easy-entry, dead-end, or secondary labor market jobs.

The Employment Service as a Secondary Labor Market Exchange

The employment service has often been referred to as the labor exchange for a secondary labor market. The formulation of the concept of the public intermediary labor market as the ultimate recipient of jobs not matched through the employers' usual channels raises the question as to whether want ads and the employment service both aren't in fact recipients of a large number of such jobs. The main obstacle to resolution of this question is identification of those jobs which are secondary labor market in character. Criteria established by advocates of the secondary labor market concept involve a plethora of qualitative aspects, as well as relative earnings, which were not a part of our study data.

The one qualitative aspect to data gathered for this study which can be linked to secondary labor market is occupational designation. Occupation is clearly not by itself enough to determine if a job is or is not in the secondary labor market. Nevertheless, certain occupations do contain a much larger proportion of secondary labor market jobs than others. Using such reasoning, the U.S. Department of Labor, in preparing Summary Manpower Indicators for interpretation of the 1970 census data, developed a grouping called "low-pay, low-status occupations," compiled on the basis of occupation code alone. These low-pay, low-status occupations, include private household workers, food service, cleaning occupations, farmers and agricultural laborers; and nonfarm laborers. Summary Manpower Indicators qualified the proportion of employment in low-pay, low-status occupations in each SMSA studied. Although providing only a poor approximation of the size of the secondary labor market in each area, this occupation-based concept is the one definition to which our study data could be related.

In our search for factors related to employer choice among public intermediaries, we found the employment service share of new job flow most closely and positively related to the proportion of low-pay, low-status jobs in the area's labor market.

In fact, both employment service stock and flow do contain a higher proportion of jobs in low-pay, low-status occupations than their want ad counterparts (Table 6-4). This finding can be attributed in part to the employment service advantage over want ads in drawing blue-collar and agricultural job listings. Fully one-quarter of the jobs received by the want ads and over one-third of new jobs at the employment service fall into the low-pay, low-status category. This is a far greater proportion than would be indicated by these occupations' share of total employment which ranges by area from 11 to 15 percent.

In the employment service, the percent of low-pay, low-status jobs is markedly higher in flow than in stock. This fact may provide a glimpse into the extent to which employment service staff is occupied daily with handling such jobs. Even in want ads, there is a higher percentage of domestic, restaurant, and cleaning jobs in flow than in stock. This may be an indication that employers prefer quick response to the wait for the wider Sunday broadcast.

Thus the relatively high percentage of such jobs listed with the public intermediaries is the result of either relatively high turnover in such occupations, channeling of openings in these occupations to the public intermediaries, or a combination of both. Compared to the larger sphere of vacancies in low-pay, low-status occupations, this proportion might indeed prove to be evidence that the jobs which filter down into the public intermediary marketplace are different in kind as well as in number.

Area intermediaries vary greatly in the proportion of their listings in low-pay, low-status occupations. As Table 6-5 shows, the pure flow of low-pay, low-status jobs in the employment service ranges from 27.0 percent in Des Moines to 60.3 percent in Santa Rosa, want ad flow from 18.0 percent in Atlanta to 32.8 percent in Boise. And, as has been indicated, the employment service share of the local market depends heavily upon the proportion of such jobs which exist there. However, area rank in the percentage of employment service new job flow in low-pay, low-status occupations does not strictly agree with area rank in market share of the flow of publicly announced jobs. The Boise

TABLE 6-4

PERCENTAGE OF JOBS IN LOW-PAY, LOW-STATUS OCCUPATIONS IN EMPLOYMENT SERVICE AND WANT ADS OVER ALL AREAS

DOT Codes[a]	Low-Pay, Low-Status Occupations	Employment Service		Want Ads	
		Stock	Flow	Stock	Flow
30X	Domestic workers	2.7%	7.6%	4.5%	5.6%
31	Restaurant occupations	9.9	12.3	10.3	10.5
38	Janitors	2.8	4.2	1.3	2.0
47X	Farm workers	1.3	2.1	0.5	0.7
599	Process laborers	1.2	1.4	0.4	0.5
699	Machine loaders	0.8	0.5	0.3	0.4
799	Miscellaneous assemblers	0.6	0.7	0.2	0.3
84X	Concrete workers	0.8	0.9	0.5	0.6
86X	Construction laborers	1.5	2.2	0.6	1.0
89X	Structural laborers	0.1	--	--	--
915	Service station attendants	1.5	2.3	1.0	1.3
919	Teamsters	0.4	0.8	0.7	1.0
92X	Packagers	1.1	2.5	0.2	0.2
999	Miscellaneous laborers	0.2	0.1	0.7	0.9
	TOTAL	24.9	37.5	21.2	25.0

[a] The census-DOT conversion tables were used to arrive at occupations.

TABLE 6-5

PERCENTAGE OF JOBS IN LOW-PAY, LOW-STATUS OCCUPATIONS IN EMPLOYMENT SERVICE AND WANT ADS, BY AREA

	Employment Service		Want Ads		Percent 1970 Employment in Low-Pay, Low-Status Occupations
City	Stock	Flow Only	Stock	Flow Only	
Atlanta	27.0%	32.3%	14.1%	18.0%	11.2%
San Diego	25.4	44.1	20.0	25.1	13.4
New Orleans	23.6	38.9	21.1	24.7	14.8
Dayton	19.6	31.9	27.0	26.8	10.5
Richmond	26.5	29.5	20.2	23.2	11.3
Syracuse	18.1	30.7	21.4	28.6	11.5
Wichita	30.5	43.0	31.9	32.0	11.7
Des Moines	25.5	27.0	24.6	27.4	12.4
Jackson	21.9	34.9	20.0	26.1	15.0
Santa Rosa	39.3	60.3	26.8	29.3	15.2
Portland	28.1	33.6	28.7	27.1	12.6
Boise	22.4	27.2	23.5	32.8	14.2
All areas combined	24.9	37.5	21.2	25.0	--

employment service has a much higher rank in share of the flow of publicly announced jobs than in percentage of listings in low-pay, low-status jobs, probably because its newspaper draws a larger proportion of the low-pay, low-status jobs. On the other hand, the Wichita employment service has a much higher rank in proportion of listings in low-pay, low-status jobs than in flow market share, perhaps because of a lack of competitiveness in attracting other kinds of jobs.

Short-Duration Jobs in Employment Service Flow

A job-matching intermediary should draw a larger proportion of particular kinds of jobs because it finds suitable workers to match those openings more quickly than its competitors. The newspaper cannot insert an ad quickly enough to compete with the employment service where it can fill an order on the day of its receipt. As can be seen in Table 6-6, low-pay, low-status jobs accounted for 48.8 percent of the jobs measurable by this study as received and closed by the employment service one day during the study period.

For the employment service in all areas, 63.2 percent of low-pay, low-status jobs were closed within two days in relation to only 57.5 percent of job orders generally. If the jobs were filled, the employment service was able to provide a suitable worker more quickly for low-pay, low-status jobs than for other kinds. This would be the source of its advantage over the want ads in drawing such jobs.

During the test month, the employment service closed an average of 39.3 percent of the jobs it received. Job titles other than low-pay, low-status ones with a higher than average percentage of orders closed within one day include the following:

Code	Occupation
223	Stock clerk
290	Sales clerk
263	Clothing salesperson
209	Clerk typist
211	Cashier
355	Orderly, nurse's aid

Code	Occupation
29X	Cashier-checker
35X	Miscellaneous personal services worker
36X	Laundry worker

While most are not dead-end jobs, few of these occupations could be described as necessarily requiring a precise match; rapid recourse to a pool of applicants with suitable skills is likely to satisfy employer needs. From the applicant's points of view, most are occupations either figuring relatively heavily in employment or demanding relatively few specific skills.

TABLE 6-6

PERCENTAGE OF EMPLOYMENT SERVICE "IN AND OUT" JOBS ACCOUNTED FOR BY LOW-PAY, LOW-STATUS JOBS[a]

	Low-Pay, Low-Status Jobs	Frequency	Percent of One Day Jobs
30X	Domestic workers	227	15.5%
31	Restaurant occupations	234	16.0
38	Janitors	62	4.3
47X	Farm workers	36	2.5
599	Process laborers	30	2.1
699	Machine loaders	2	0.1
799	Miscellaneous assemblers	5	0.3
84X	Concrete workers	13	0.9
86X	Construction laborers	36	2.5
89X	Structure laborers	0	0.0
915	Service station attendant	15	1.0
919	Teamsters	7	0.5
92X	Packager	44	3.0
999	Miscellaneous laborers	2	0.1
	TOTAL	713	48.8

[a] 1464 = universe of jobs opened and closed in one day or 22.1% of flow. (Dayton L.O. 2005 data not included.)

Occupational Impact of Mandatory Job Orders

As was noted in the volume section, jobs mandatorily placed by government contractors with the employment service constitute a fairly small portion of pure flow (11.5 percent) but a considerable portion of the agency's job inventory (21 percent). In areas with a high concentration of government contractors, over a third of the employment service job inventory may be mandatorily placed. Such a high percentage of activity identified with the mandatory listings program makes it a critical employment service operation. Assessment of its effect upon the occupational composition of employment service orders thus becomes important.

The findings of this study run contrary to those of the Baum-Ullman study that "there was no evidence of broadening of PES (Public Employment Service) activity into more occupational groups within M L establishments."[17] As Figure 6.1 indicates, the occupational composition of the stock of mandatory listing orders varies from that of other

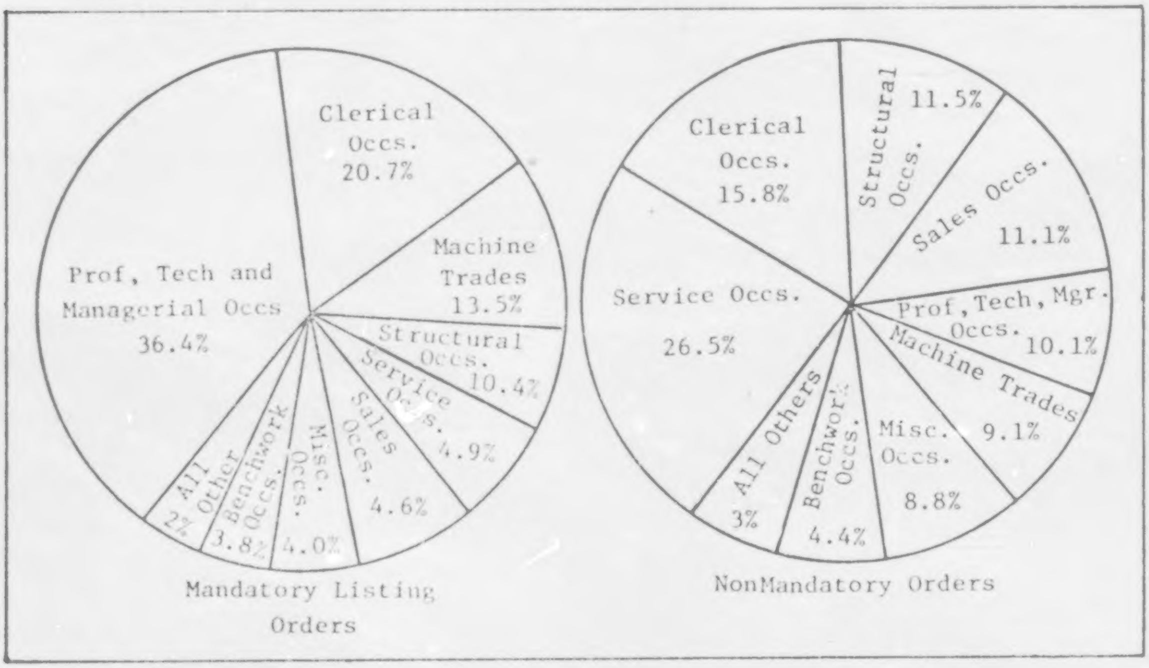

FIGURE 6.1. OCCUPATIONAL COMPOSITION OF MANDATORY STOCK AND NONMANDATORY STOCK

orders to such a degree that it can hardly fail to have some impact on the employment service. The occupational profiles of the stock of all employment service orders, mandatory listings, and nonmandatory orders are shown in Table 6-7.

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[17] Joseph C. Ullman, "The Impact of Executive Order 11598 upon the Labor Market Performance of the Employment Service" (Purdue University.

TABLE 6-7

OCCUPATIONAL COMPOSITION OF EMPLOYMENT SERVICE,
MANDATORY AND NONMANDATORY STOCK LISTINGS - ELEVEN AREAS

Occupations	All ES Orders	ML	Non-ML
Professional-Technical-Managerial	16%	36%	10%
Clerical	17	21	16
Sales	10	5	11
Service	22	5	27
Agricultural	1	neg.	2
Processing	1	2	1
Machine Trades	10	14	9
Benchwork	4	4	4
Structural	11	10	12
Miscellaneous	7	4	9

Professional, technical, and managerial jobs, machine trade jobs, clerical jobs, and processing work are all more important components of the employment service inventory of mandatorily listed orders than of other orders. Sales and service jobs are relatively insignificant in the inventory of mandatory listings.

When mandatory listings are viewed from the perspective of the percentage contribution they make to the volume of job order inventory the employment service holds by occupational group, their impact becomes clearer. Mandatory listings account for one-half of the professional, technical, and managerial job orders held by the employment service and more than one-quarter of its inventory of clerical, processing, and machine trade jobs. It provides relatively few sales, service, agricultural or miscellaneous jobs (Table 6-8). Clearly, the occupational profile of the employment service might be quite different without the influence of this program.

TABLE 6-8

PERCENTAGE CONTRIBUTION OF MANDATORY LISTINGS PROGRAM TO EMPLOYMENT SERVICE STOCK, BY OCCUPATIONAL FIELD

Field	Percent Contribution
Professional, Technical, and Managerial	50
Clerical	26
Sales	10
Service	5
Agricultural	4
Processing	26
Machine Trades	29
Benchwork	19
Structural	20
Miscellaneous	11

The occupational profile of mandatorily listed job orders shows a substantial degree of consistency across all of the labor markets for which mandatory listing identification was possible. Professional, technical, and managerial job orders constituted the single largest block of mandatory listings in six study areas; clerical job orders the biggest block in four other areas; and machine trades in the remaining area. Service occupations amounted to 10 percent or less in all areas; sales and miscellaneous occupations to 8 percent or less; and agricultural jobs to less than 1 percent.

On a percentage contribution basis; professional, technical, and managerial occupation job stocks get as much support from mandatory listings as from nonmandatory listings in all areas, and clerical jobs from mandatory listings in all but one area. On the other hand, the sales and service job inventory is more often of a nonmandatory origin in every area studied. Farming, forestry, and fishing are more heavily accounted for by nonmandatory orders than mandatory ones in all but one area.

To test whether mandatory listing orders are concentrated in the same occupational categories regardless of area or origin, a two-way analysis of variance test was conducted. An occupation by area matrix was constructed to determine whether any significant differences between occupational mean values and area means existed. The ANOVA test yielded the following "F" values:

(1) By occupational category -- F = 12.7623 with a 1 percent critical value of 2.62

(2) By area category -- F = 8.3703 with a 1 percent critical value of 2.53

These values indicate that mandatory job listings differ significantly from nonmandatory listings by occupational group and area. Mandatory listings, however, are similar in occupational composition from area to area, although the volumes of such listings vary from area to area.

The relationship between occupational composition of the pure flow and periodic stocks of mandatory listings indicates that some categories take longer to match to a worker than others (Table 6-9). As with other employment service orders, mandatory listings for professional, technical, and managerial jobs, machine trades and structural work appear to take longer to fill. Mandatory listings for clerical, service, and miscellaneous jobs can be filled relatively quickly. The fact that hard-to-match job categories constitute a relatively larger proportion of mandatory listings flow than the flow of other orders is probably the basis of mandatory orders' reputation among employment service staff as being hard to fill. This is not to say that employer reaction to compulsion and the qualitative aspects of the job offered by government contractors do not also figure in their matchability.

There is little doubt that mandatory listings strongly affect the occupational composition of employment service stock. Though the employment service would unquestionably receive listings from some employers, whether they were mandated or not, the elimination of the mandatory listings program would seriously affect the quantity and quality of jobs to which our typical job seeker would be exposed on the first day of job search.

TABLE 6-9

OCCUPATIONAL COMPOSITION OF FLOW AND STOCK OF MANDATORY ORDERS

(11 areas combined)

Occupation Group	Code	October Pure Flow of Mandatory Orders		12 Period Stocks of Mandatory Orders		Relationship of Inflow to Stock
		Number	Percent	Number	Percent	
Professional, Technical and Managerial Occupations	(01-19)	172	22.8%	3,569	36.4%	+ 14.4
Clerical Occupations	(20-24)	232	32.2	2,028	20.7	- 11.5
Sales Occupations	(25-29)	28	3.9	449	4.6	+ 0.7
Service Occupations	(3)	71	9.8	493	4.9	- 4.9
Farming, Forestry, and Fishing Occupations	(4)	1	0.1	27	0.3	+ 0.2
Processing Occupations	(5)	5	0.7	151	1.6	+ 0.9
Machine Trades	(6)	73	10.1	1,331	13.5	+ 3.4
Benchwork Occupations	(7)	36	5.0	364	3.8	- 1.2
Structural Occupations	(8)	55	7.6	1,015	10.4	+ 2.8
Miscellaneous Occupations	(9)	55	7.6	369	4.0	- 3.6
Occupation Unknown		1	0.1	6	0.1	
All Occupations		729	100.0	9,802	100.0	

INDUSTRY SOURCES

The kind of job seeker attracted to a labor market exchange intermediary is related not only to the occupational composition of its listings but also the the nature of its industrial base.

Overall Employment Service-Want Ad Comparison -- Major Divisions

The scanty information on employer activity offered in many want ads constrains the analysis and comparison of the industrial mix of employment service and want ad jobs. The advertiser's industrial activity could not be discerned in 27 percent of the want ad listings. Nevertheless, a comparison with employment service data, which provided full industrial identification, yields interesting insights.

The bulk of job listings with a known industry source in the two mechanisms are placed by the same kinds of firms. Services alone account for 28 percent to 32 percent of the jobs placed in either of the mechanisms. Services, together with manufacturing and retail trade, supply approximately 70 percent of the jobs listed with the employment service and at least 58 percent of want ad job titles (Table 6-10). Of course, the effect of the "unknown" segment of want ad listings upon this comparison, were its distribution to be revealed, is impossible to predict. Government, the other major employing sector, makes comparatively small use of either one of the public mechanisms.[18] Firms in three activities with much smaller employment -- agriculture, mining, and trade, communications, and utilities -- also make little use of either intermediary.

A rank ordering of stock jobs by known industrial source reveals some differences between them. Manufacturing firms have more job orders in an employment service inventory than retailers, but only because manufacturing jobs require a relatively long time to fill. More retailers' job titles appear in both a Sunday edition and October editions than manufacturing. Government-placed job orders figure more heavily in an employment service job inventory than a want ad Sunday edition.

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[18] Its use of want ads is particularly slight.

TABLE 6-10

INDUSTRY PATTERN OF JOB LISTINGS IN EACH PUBLIC INTERMEDIARY

(Ranked in order of percentage use)

Employment Service			Want Ads		
Stocks	Pure Flow	October Jobs	Stocks	Pure Flow	October Jobs
Services (28.4)	Services (31.9)	Services (28.8)	Services (29.4)	Services (28.0)	Services (27.6)
Manufacturing (20.9)	Retail Trade (23.6)	Retail Trade (23.7)	Unknown (26.0)	Unknown (27.6)	Unknown (27.2)
Retail Trade (20.2)	Manufacturing (15.3)	Manufacturing (17.2)	Retail Trade (19.5)	Retail Trade (20.9)	Retail Trade (20.)
FIRE (7.8)	Construction (6.1)	Construction (6.9)	Manufacturing (9.8)	Manufacturing (9.3)	Manufacturing (9.6)
Wholesale Trade (5.9)	Wholesale Trade (6.1)	Wholesale Trade (6.2)	FIRE (8.2)	FIRE (7.1)	FIRE (7.1)
Government (5.9)	Government (5.8)	FIRE (6.1)	Wholesale Trade (2.2)	Wholesale Trade (2.0)	Wholesale Trade (2.0)
Construction (5.8)	FIRE (5.5)	Government (5.7)	Construction (1.7)	Government (1.5)	Government (1.6)
TCU (2.9)	TCU (3.0)	TCU (3.0)	TCU (1.3)	Construction (1.4)	Construction (1.5)
Agriculture (0.9)	Agriculture (1.6)	Agriculture (1.3)	Government (1.1)	TCU (1.2)	TCU (1.3)
Mining (0.6)	Mining (0.4)	Mining (0.5)	Agriculture (0.3)	Agriculture (0.4)	Agriculture (0.4)
Unknown (0.1)	Unknown (0.1)	Unknown (0.1)	Mining (0.0)	Mining (0.0)	Mining (0.0)

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A look at the industrial composition of the flow of new jobs in each reveals some other important differences between the two mechanisms. Finance, insurance, and real estate (FIRE) firms are the fourth largest known source of new jobs in the want ads but only seventh in employment service listings; in contrast, construction firms are fourth most important source of new jobs in the employment service but only seventh among known sources in the want ads. Yet, FIRE ranks as the fourth most important known source of stock in both, and construction is the sixth or seventh most important job source for both. This phenomenon occurs because the employment service holds FIRE-placed listings, such as insurance salesmen, for a relatively long time but disposes of construction jobs fairly quickly.

The public intermediaries show a surprising degree of consistency by area in the industrial composition of their job listings (Table A-3). Firms in trade and services activities in most areas are the largest known users of both mechanisms. Manufacturers are another frequent user in the majority of areas. Of trade, services, manufacturing, and government, the four largest employing sectors in all SMSAs studied, only government is a light public intermediary user. Its low use is due to the general preference for civil service channels for government recruitment.

Trades and services, consistently among the biggest sources of job listings in want ads and the employment service, account for between 37 percent and 46 percent of area employment and for between 62 percent and 68 percent of classifiable nongovernmental employing units in the SMSAs studied. Employers in these activities place at least 46 percent to 59 percent of want ad job titles and from 42 percent to 64 percent of employment service job orders. If total employment serves as the standard, firms in trade and services activities list a more than proportionate share of these jobs in the two mechanisms. If number of firms serves as the standard, their usage could be considered relatively high.

High-Volume Industries -- Two-Digit Analysis

Heavy user industries are those that provide 2 percent or more of the jobs listed with a public intermediary. As may be seen in Table 6-11, the employment service over the twelve areas studied attracts more high-frequency users than the want ads. In the average Sunday newspaper help wanted section, 66.5 percent of the job titles advertised represent employers in only eleven industrial activities. A little better than a quarter of these titles could not be identified industrially. There is a high degree of consistency between the industry sources of employment service and want ad jobs. However, wholesale trade, transportation, equipment and machinery manufacturing, education, specialty trade contractors, local government, department stores, membership organizations, and miscellaneous services are heavy areas of the employment service but not of want ads. Only real estate firms are heavy users of the want ads but not the employment service, perhaps because of the latter's refusal, in many areas, to take job orders for the commission-only sales jobs which form the bulk of real estate employment.

The high-volume users of the Sunday want ads differ only slightly from those heavily using the weekday editions. Insurance companies concentrate their ads in the Sunday editions; as previously noted, insurance salesman is a high-volume job title in the Sunday editions but not the weekday. Miscellaneous retailers -- drugstores, liquor stores, camera, book, and jewelry stores -- use the weekday editions more heavily than Sunday, perhaps because their generally small size prevents them from waiting for the Sunday edition.

The once-a-month job seeker would find a much broader base of high-frequency users in the employment service than in the want ads. High-volume users across seventeen industrial categories place 60 percent of the jobs in the employment service inventory. As is the case with known users of want ads, the biggest sources of employment service job listings are bars and restaurants. While the want ads' heavy users represent only three major industrial sectors -- trade, finance, and services, the employment service draws heavy users from all sectors but three -- agriculture, mining, and trade, communications and utilities.

TABLE 6-11

INDUSTRIES PLACING 2 PERCENT OR MORE OF JOBS IN THE PUBLIC INTERMEDIARIES

Employment Service				Want Ads			
Stock		Flow Only		Stock		Flow Only	
58 Bars & Restaurants	8.1%	58 Bars & Restaurants	9.7%	00 Industry unknown	25.8%	00 Industry unknown	27.5%
50 Wholesale trade	5.9	88 Private households	8.3	58 Bars & Restaurants	8.4	58 Bars & Restaurants	8.7
37 Trans. equipment manufacturer	4.8	50 Wholesale trade	6.1	80 Health services	8.1	80 Health services	6.4
73 Business services	4.6	70 Hotels & Motels	4.5	88 Private households	4.6	88 Private households	5.5
35 Manufacturer of machinery	4.3	73 Business services	4.1	73 Business services	4.5	73 Business services	4.1
55 Auto dealers & gas stations	3.7	55 Auto dealers & gas stations	3.9	55 Auto dealers & gas stations	3.6	55 Auto dealers & gas stations	3.7
80 Health services	3.6	80 Health services	3.4	65 Real estate	3.3	70 Hotels & Motels	3.2
63 Insurance companies	3.5	93 Local government[a]	3.3	72 Personal services	3.0	65 Real estate	3.0
70 Hotels & Motels	3.2	17 Special trade contractors	3.1	70 Hotels & Motels	2.7	72 Personal services	2.9
82 Education	3.2	53 Department stores	2.7	63 Insurance companies	2.5	59 Misc. retailers	2.0
88 Private households	2.8	36 Electrical Equip. manufacturers	2.4				
17 Special trade contracts	2.8	35 Machinery manufacturer	2.3				
93 Local government[a]	2.8	59 Misc. retailers	2.3				
53 Department stores	2.4	86 Membership Organizations	2.3				
86 Membership Organizations	2.2						
72 Personal services	2.1						
89 Misc. Services	2.0						
Totals	60.0		58.4		66.5		67.0

[a] No comparable group in want ad tabulation due to difference in SIC coding used.

Industries with a relatively large volume of orders in the employment service stock vary in nature somewhat from those placing a large volume of new jobs with the employment service. Job orders placed by insurance companies, firms offering personal services and miscellaneous services constitute more than 2 percent of the employment service job inventory but not of its new job flow. The accumulation of these industries' jobs in stock reflects the fact that their jobs take a relatively long time to match and that employers in these activities acknowledge their relative difficulty by leaving their orders open.

Jobs of electrical equipment manufacturers and miscellaneous retailers constitute more than 2 percent of the flow of new jobs into the employment service, but not of the stock. Their jobs must, therefore, be in steady demand by job seekers using the employment service. This is, in fact, the case with sales clerks and cashier-checker jobs, two important occupations in miscellaneous retail establishments. Both occupations have an above-average number of job orders closed within one day.

On-an-area to area basis, the industrial nature of high-volume listings varies to reflect the character of the area's economy. Nevertheless, the high-volume users over all areas generally form the core of listings found in each area. This would indicate that industry considerations leading to heavy use of the public intermediaries generally transcend local labor market patterns.

7

EMPLOYERS USING BOTH INTERMEDIARIES

The objective of this chapter is to analyze the behavior of employers who use both mechanisms. The study scrutinizes employer recruiting patterns from the vantage point of observed behavior, thus overcoming the possibilities of distortions, misunderstandings, and memory loss inherent in survey procedures.

REORDERING THE DATA

The process of matching the two files by employer telephone number and occupational listings reordered the flow data in the following ways:

(1) All transactions by a single employer in either the employment service or want ad file were assembled under the employer's telephone number, whenever a telephone number was accessible. This conversion produced a file of employers who used the employment service, want ads, or both during October 1974 to list new jobs.

(2) Three files of employers, together with their listings, were developed:

  (a) Employers who listed at least once both at the employment service and in want ads, the multiple listing employers, referred to as "common employers."

  (b) Employers who used want ads exclusively.
  (c) Employers who used the employment service exclusively.

(3) A single industrial code was assigned to each employer, thus providing an industrial distribution by employer rather than by job listings.

(4) Jobs listed by employers in both mechanisms which matched in occupational code were distinguished from jobs in the same occupation which were listed by employers in only one of the intermediaries.

(5) A sample of common employers was examined to determine the nature of the jobs listed in both intermediaries, the employer's selection of mechanisms for related occupations, the sequence of joint use, and the employment service response to the order.

The findings from this substudy have a different base from the flow study in the following ways:

(1) Because of the unavailability of the required data from three of the areas, only nine of the twelve areas are participants in the match study. Of the nine, one (Dayton) was flawed by the absence of data from Local 2005. Excluding Dayton, the eight areas do, however, include two from each of the four population size groups.

(2) Excluded from the findings are listings from ads for which the employer's telephone number could not be established.

(3) Occupational extractions and aggregations were limited to the two-digit DOT level.

Comparison of Match Study to Flow File

The degree to which the match study understates the want ad activity was determined by the ad identifiers (Table A-4). Employers using want ads listed their telephone numbers in only 62 percent of the ads. Hand comparison of the employer name file provided telephone numbers to an additional 6 percent of the ads. The match study, therefore, understates the want ad activity in the flow study by 31.9 percent. The employment service flow file provided telephone numbers for virtually 100 percent of the listings in eight of the areas.

Whether the missing employers could tend to list their jobs with the employment service to the same extent as the telephone identified employers cannot be ascertained, but some observations and conjectures can be made:

(1) Coders observed that a number of jobs listed by address were associated with construction activity, a relatively high volume of blue-collar activity in the employment service.

(2) Jobs identified by newspaper box number tend to be white-collar jobs, since they require that respondents reply in written form, often with resumés. The desire to obscure identity may be prompted by the fact that the employer is seeking to replace a currently employed person. The employer may also be available at irregular intervals, or he may regard the written document itself as an effective screening device. Obscuring identity is a form of screening. Since screening is an employment service function, it could be argued that such an employer would also be likely to use the employment service.

Comparison of Employer Use of Employment Service and Want Ads

The match study identified 10,301 separate employers who listed 19,102 jobs in both intermediaries. Figure 7.1 separates them into exclusive employment service and want ad users and those who use both intermediaries. Though 32 percent of want ad employers eluded the match study, exclusive want ad users still account for about three times as many employers as exclusive employment service employers, and almost four times as many listings.

A file of 685 employers, who had at some time during the month placed their listings with both the employment service and want ads, was established. A common employer may have generated a much larger volume of listings in one mechanism than in the other, and often did.

	Employers	Percent	Listings	Percent
All Match Study Employers	10,301	100.0%	19,102	100.0%
Want Ad Exclusive	7,211	70.0	12,343	64.6
ES Exclusive	2,405	23.4	3,141	16.4
Common Employers	685	6.6	3,618	18.9
All ES Employers	3,090	100.0	4,288	100.0
ES Exclusive	2,405	77.8	3,141	73.3
Common Employers	685	22.2	1,147	26.7
All Want Ad Employers	7,896	100.0	14,814	100.0
Want Ad Exclusive	7,211	91.3	12,343	83.3
Common Employers	685	8.7	2,471	16.7

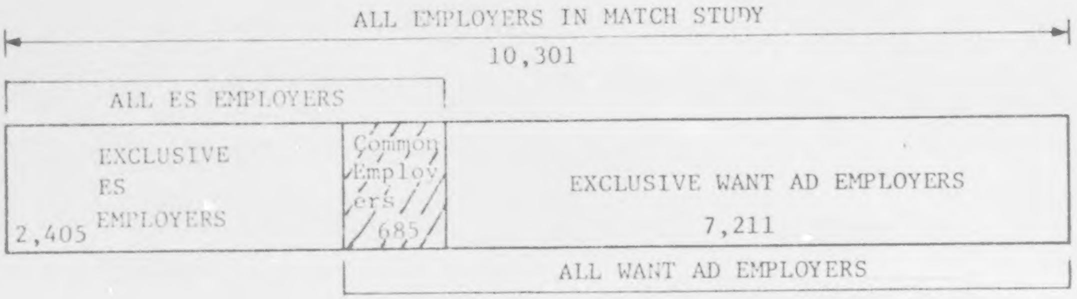
ALL EMPLOYERS IN MATCH STUDY
10,301
ALL ES EMPLOYERS
EXCLUSIVE ES EMPLOYERS
2,405
Common Employers
685
EXCLUSIVE WANT AD EMPLOYERS
7,211
ALL WANT AD EMPLOYERS

FIGURE 7.1. Match Study Employers

If, however, the telephone number matched on a single occasion during the month, that employer's total records were shifted to the "common" employer file.

These 685 employers had a total of 3,618 jobs to fill. They placed 2,471 in the want ads, and listed 1,147 in the employment service. Over all, there were 14,814 jobs listed in the want ads by 7,896 different employers and 4,288 employment service orders generated by 3,090 different employers. Approximately 70 percent of the 10,301 employers identified in the match study placed 64.6 percent of all listings in the want ads only. One-third as many, 23 percent of match employers, placed 16 percent of the listings in the employment service exclusively. A miniscule fraction of match employers (7 percent) listed jobs in both the employment service and want ads. Nevertheless, that 7 percent contributed 19 percent of all listings in both mechanisms. The common employers produced more listings than employment service users who accounted for only 16.4 percent of the listings, though they were generated by 23.4 percent of the employers.

Common employers appear to use the public intermediaries more heavily by far than the other two sets of users. Figure 7.2 demonstrates this uneveness of use. Common employers each place an average of 1.7 orders in the employment service compared to exclusive employment service employers who place an average of 1.3 orders per employer. They place an average of 3.6 listings in the want ads, which is considerably more than the average of 1.7 placed by employers who use want ads exclusively. This group of employers place 2.7 ads per employer as against exclusive want ad users who place 1.5 ads per employer. A frequency count of listings by all common employers disclosed that 10 percent of 68 of the heaviest users generated nearly 45 percent of want ad listings in that file, 40 percent of the ads, and 33 percent of the employment service orders. This heavy user group lends weight to the special characteristic of the public intermediary market.

The match study indicates that there were at least 2.6 different employers who used the want ads to every one employer who used the employment service during the month of October 1974. Interestingly

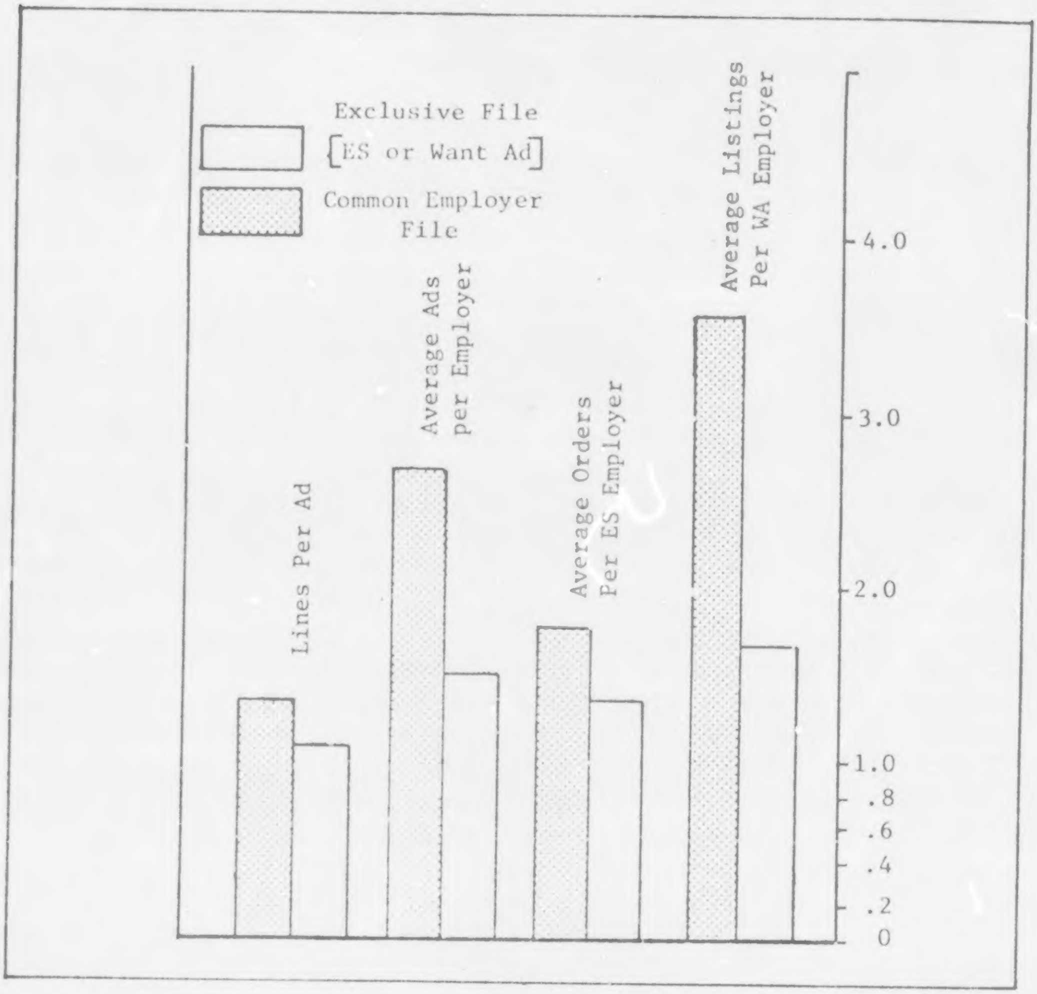

FIGURE 7.2. Comparison Between Common File and Exclusive Files

enough, the BLS study shows that 2.4 jobs were obtained through the want ads for every one obtained through the employment service, while the Camil study shows a three-to-one ratio.

There is considerable variance in this ratio of want ad users to employment service users among the areas, as shown by Figure 7.3. The comparison ranges from 0.9:1 in Boise, which was the only area where the employment service had a slightly greater volume of employer users than the want ads, to Atlanta where there were 7.2 want ad employers to each

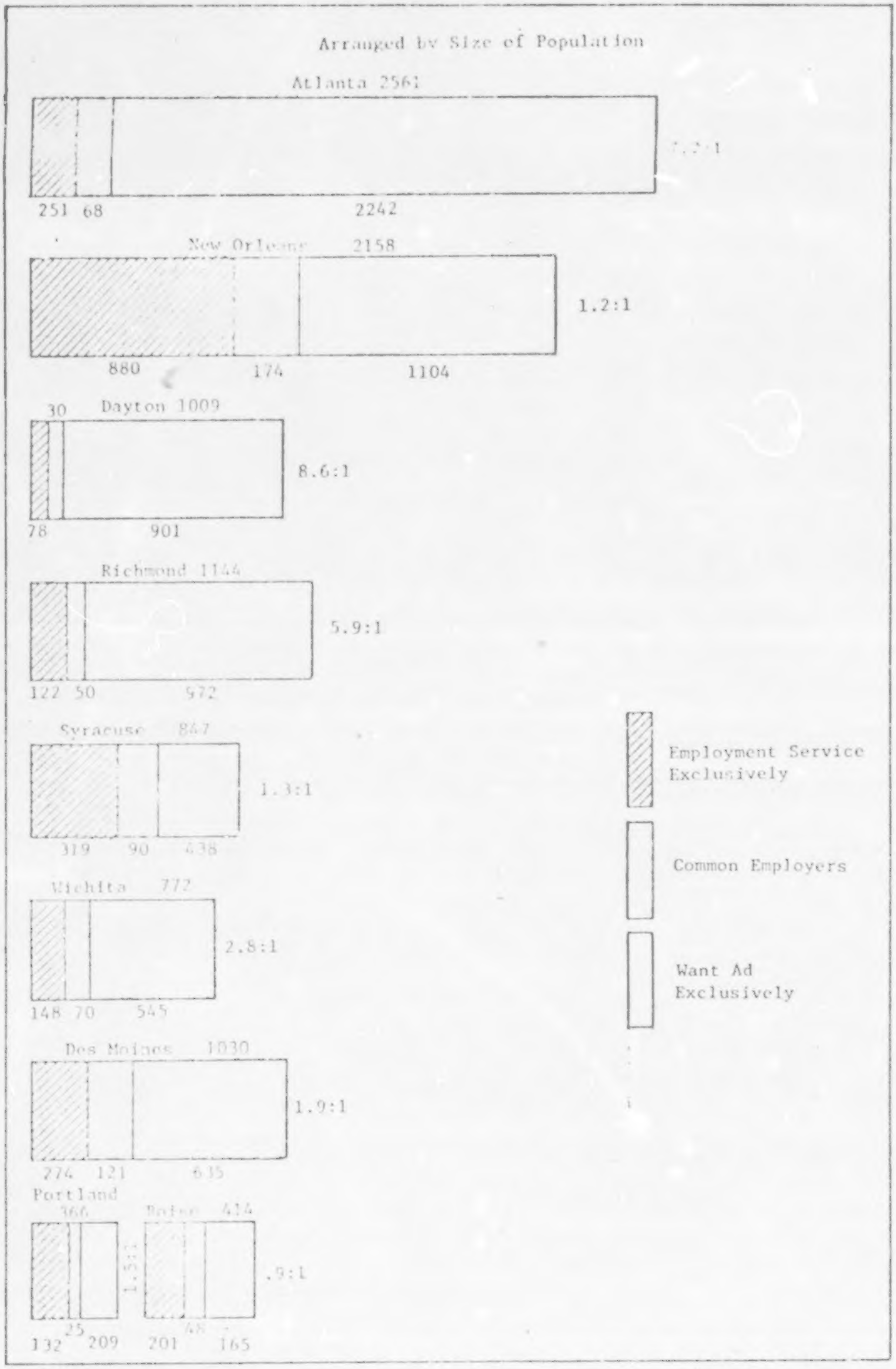

FIGURE 7.3. Employers Match Study -- By Area

employment service employer.[19] The differences between areas in the extent of employment service usage by local employers compared to want ad usage does not appear to be a function of population size.

Referring back to Figure 7.1 -- over all, at least 22 percent of the employment service users also listed openings in the want ads during the same period. These employers accounted for 26.7 percent of the employment service orders.

However, if one assumed that the unidentified employers would behave in the same fashion toward the employment service as those that were incorporated in the match study, there would be 3.8 different want ad employers for every employment service employer. Correcting for the missing data, of all employers who used the employment service during the month, 32.6 percent also used want ads, and these employers accounted for 40 percent of all the new orders received by the employment service (Table A-5).

There is convincing evidence to support this much higher figure of common usage. In a study conducted by the California Employment Development Department in 1974, 371 or 34.5 percent of 1,975 advertisers contacted by the agency in an effort to develop new job listings reported that the jobs were already listed with the employment service.[20] Also, in the previous study of want ads conducted by ORC, the survey of want ad user employers revealed that 33 percent had simultaneously used the employment service to fill the job advertised in the newspaper.[21]

Only 8.7 percent of want ad employers also list with the employment service but they account for 16 percent of the want ad listings. The areas vary considerably in the degree to which employment service employers also use the want ads. Portland and New Orleans each have nearly twice as many exclusive employment service employers as Wichita and Des Moines, where approximately a third of the employment service employers also use the want ads (Table A-6).

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[19] Dayton, where the data shows a ratio of 8.6:1, was distorted by the sparse employment service file due to the missing local office.

[20] Evaluation of the Classified Ad Project in Six Sample Offices, Employment Development Department, August 1974.

[21] Walsh, et al., Help Wanted: Case Studies of Classified Ads (Salt Lake City: Olympus Publishing Company, 1976), p. 33.

The penetration of the public intermediary market was obtained by comparing listings of both mechanisms to the number of employing units in each of the areas during October 1974 and then assessing the employment service share of that penetration (Table A-7). Over all, the public intermediaries carried listings from 9.8 percent of the employing units during the month, though about 15 percent of the Des Moines employers advertised. The employment service penetration of the employing units during the month was 2.8 percent over all, with some differences between areas. The widest range of differences among the areas manifests itself most clearly when the employment service share of the public market is computed. Though the overall average is 34 percent, area differences range from 10.1 to 60.5 percent.

In summary, the match study demonstrates most clearly the degree to which employers prefer to broadcast their jobs through the want ads rather than the employment service. There were nearly three times as many employers using want ads as there were using the employment service. At the very least, over a fifth of all employment service employers also use want ads. A comparatively small body of employers use both intermediaries to a very heavy degree and generate a disproportionately large share of ads and listings in both intermediaries. The public market penetrates approximately 10 percent of the employing units in a month's time, but the employment service penetration is only 3 percent.

Industrial Distribution of Match Study Employers

The analysis of the stock and flow data included an extensive probe of industry use of want ads and the employment service which need not be repeated here. The primary reason for examining industry in relation to the match study is to determine whether:

(1) Industry by employer is markedly different than by listings in the flow study.

(2) The employment service or want ads demonstrate pockets of domination in any industry other than that which is evident from the flow study analysis.

(3) Common employers are distinguished by a different industrial base from exclusive employers.

Given the extensive use of both public intermediaries by a small group of employers, it was anticipated that the industry distribution by employer would show marked differences from the listings. However, (Table A-8) the industrial distribution of each subgroup in the match study is fairly consistent with the industrial distribution of the listings in the flow study. This can be considered validation of the industrial distribution of the flow. The differences in want ad distribution are mainly 6 percent less retail trade employers than retail trade listings, and 2.5 percent less manufacturing employers than listings. It is possible to attribute this to the failure of trade and manufacturing employers to list their telephone numbers, but it is more likely attributable to the fact that individual employers advertise more heavily than employers from other industrial groups. A slightly higher percentage of service employers use both intermediaries.

"Industry unknown" is nearly 6 percent higher in the match study than in the flow. This suggests that employers who withhold identifying information may also tend toward script sparseness, which would reduce the coders' opportunity to select an appropriate industrial code.

An analysis of high-volume, two-digit industries does indeed reveal pockets of employment service or want ad strengths: the employment service dominates special trade contractors and wholesale trade, while want ads have a near monopoly in the field of real estate and heavy insurance usage (Table A-9). This is reflective of the strong representation of real estate and insurance sales jobs in the want ad section. Personal services and health services are a special province of the want ads. Among common employers, hotels and rooming houses seem inclined toward placing their listings in both intermediaries.

The three major industry users -- manufacturing, trade, and services -- of both mechanisms were examined in relation to the degree of penetration into employing units from those industries by the public market (Tables A-10 and A-11). A higher percentage of manufacturing employers use public intermediaries than employers from either of the other two industries. The average penetration of manufacturing employers is 14.5 percent, compared to 5.9 percent in wholesale and retail trade and 9.8 percent in services. Employment service penetration of the manufacturing employers was 10.2 percent as an average. In those areas where the public intermediaries have less penetration in manufacturing, the employment service has a correspondingly smaller share. Richmond was the only exception. There the public intermediaries penetrate 17.4 percent of the manufacturing market, but the employment service is almost totally excluded from that activity. On the whole, employers in all three industries in New Orleans, Boise, and Des Moines appear to make more active use of the intermediary market, with the employment service playing an active role in all three areas.

In short, the examination of industrial distribution by employer does not vary to any great extent from distribution by listings, despite the heavy use of public intermediaries by a comparatively small number of employers. The flow study analysis of industrial composition remains essentially unchanged, whether the view be employment service exclusives, want ad exclusives, or common employers. Want ad listings show a higher percentage in retail trade than do want ad employers. The only distinguishing characteristic about the common employers is a slightly higher use of both intermediaries in the service industry.

A more detailed look at selected high-volume industries reveals that 25 percent of the hotel and rooming house employers use both intermediaries as against 10 percent or less in the other industries. The employment service gets a higher percentage share of listings from special trade contractors and wholesale trade, but the want ads have a near domination of real estate, personal services, insurance and health services.

FOCUSING ON THE COMMON EMPLOYERS

The analysis in this section is limited to the behavior of the common employers -- that group of 685 employers who used both the employment service and want ads during the October month. The common employer file is an aggregation of all listings placed by a single employer in both mechanisms if his telephone number either appeared or could be obtained in both at least once during the month. He may have listed the same or different occupations, in varying volumes, in each of the two intermediaries. Nevertheless, *all* of the listings of that employer are gathered under the discrete telephone number and placed in the common employer file, with appropriate occupational dispersions of the listings.

A common employer cannot, by definition, be regarded as the exclusive user of either the employment service or the want ads. However, the full extent of listings by all employers in either mechanism is available from the flow study, though the flow study provides no data about employers. Therefore, a comparison between the common employer file and the flow file provides insight into the degree to which intermediaries share employers and jobs, and the degree to which each has an exclusive province in the areas and by occupation.

Table 7-1 organizes the two data bases by the areas involved in the match study, arranged by population size. The range of differences among areas in commonality and exclusivity is quite marked. Fewer than 10 percent of the listings in the want ads of Atlanta, Dayton, Richmond, and Portland emanated from employers who used the employment service. Over 90 percent of those listings stemmed from exclusive want ad users. The same areas did not show an equal tendency for employment service exclusivity, except in Dayton and Portland where employment service listings from common employers were under 20 percent of the flow.

As was shown in Figure 7.1, there were 685 common employers identified in the match study which represents 6.6 percent of the total 10,301 employers identified in the match study. These 685 employers generated 11.4 percent of the want ad flow listings and 25.2 percent of the employment service listings, as shown by Table 7-1.

Jobs listed with the employment service also showed a considerable range of difference in exclusivity and commonality from area to area. Over 80 percent of the employment service listings in the flow study from Portland, Dayton, and New Orleans came from exclusive employment service users. However, the employment service in Wichita and Des Moines shared nearly 40 percent of their orders with want ads. In no area did the employment service have as large a group of exclusive employers or listings as want ads.

TABLE 7-1

COMPARISON OF COMMON EMPLOYERS AND LISTINGS TO FLOW STUDY EMPLOYERS AND LISTINGS, BY AREA

Areas	Want Ads				Employment Service			
	Flow Listings (1)	Common Employers: Employers (2)	Common Employers: Listings (3)	Common Employer Listings as Percent of Flow 3 ÷ 1 (4)	Employment Service Flow Study (5)	Common Employers: Employers (6)	Common Employers: Listings (7)	Common Employer Listings as Percent of Flow 7 ÷ 5 (8)
Atlanta	5,114	68	180	3.5	408	68	96	23.5
New Orleans	4,079	174	708	17.4	1,606	174	317	19.7
Dayton	2,505	30	78	3.1	393	30	54	13.7
Richmond	3,028	50	222	7.3	210	50	67	31.9
Syracuse	1,272	90	208	16.4	604	90	185	30.6
Wichita	2,429	79	439	18.1	272	79	106	39.0
Des Moines	2,278	121	495	21.7	542	121	211	38.9
Portland	553	25	47	8.5	204	25	32	15.7
Boise	496	48	94	19.0	308	48	79	25.6
TOTAL	21,754	685	2,471	11.4	4,547	685	1,147	25.2

An analysis of the length of time employer listings remain open at the employment service suggests that there is considerable difference in the type of jobs placed by exclusive users from those that emanate from common employers. Of the job listings received by the employment service during the study period, over 52 percent of those placed by employers using employment service exclusively were closed by the end of the period. Only 32 percent of the jobs in the same occupations placed with both employment service and want ads by common employers were closed by the end of the period (an order is closed either because it is filled or canceled). Job orders from exclusive users of the employment service required less time to close -- 5.5 days -- than jobs placed by common employers in the same occupation.

Job orders of common employers, particularly those matched in occupation to the employer's want ad listings, appear to be more difficult to close out than those of the exclusive employment service users. A number of explanations suggest themselves, foremost of which is that the jobs are harder to fill. We will focus upon some concrete examples of such orders in our presentation of the sampled common employer data. It is also possible that the employment service is more responsive to preferred exclusive employment service users.

Want ads are the nearly exclusive medium for employers seeking to fill sales jobs with only 5.2 percent in that occupation emanating from common employers (Table A-12). The employment service also carries sales jobs, but the employers using it for that purpose are more inclined also to use want ads. Employers listing professional and blue-collar jobs with the want ads are more inclined to list with employment service as well, though common employers do not account for 20 percent of the listings in any occupational group. However, with a few minor exceptions in small occupations, over 20 percent of the employment service orders in all occupations emanated from employers who also used the want ads during October 1974. The heaviest representation of common employers was found in the professional and clerical occupations.

The common employers generated a professional, technical, and managerial distribution of 21.2 percent of the listings in the want ads, and only 10.5 percent in the employment service. Common employers account for a higher percentage of clerical listings in the employment service than are evident in the employment service flow distribution, though heavily shared with want ads.

Not only do want ads get a much higher volume of employers and listings, but a far higher proportion of the jobs emanate from exclusive want ad users. Only 11 percent of the want ad flow listings were placed by employers who also listed with the employment service. Sales jobs are the special province of the want ads, with relatively few employers listing in both mediums. The employment service has not only a smaller number of listings, but a far larger proportion of those listings -- 25.2 percent -- were placed by common employers.

Matched and Unmatched Occupations of Common Employers

Do common employers use both intermediaries for the same occupations? If an employer does so, it is called for purposes of this study an occupational match. No matter how many jobs the employer lists with each intermediary, in any occupation, jobs drop into the "matched" box only if the same employer requests the same occupation from both intermediaries at least once. A department store, for example, may place ten ads in the newspapers, five of which are for a secretary, two for a janitor and three for salespersons. The same employer may place four employment service orders, one of which is for a secretary, one for a file clerk, one for a seamstress, and one for a wrapper. The six secretary listings and one file clerk listing will show as matched, five under want ads, and two under the employment service (since secretary and file clerk are the same two-digit code). The other occupational listings, though emanating from the same common employer are shown as unmatched occupations. All of the jobs were placed by employers who, at one point or another during the month, used both mechanisms.

As shown in Figure 7.1, there were 3,618 total listings in the match study from common employers, of which 2,471 were want ad listings and 1,147 were employment service listings. These jobs are further subdivided in Table 7-2 between matched and unmatched (or exclusive) listings in each mechanism.

TABLE 7-2

COMMON EMPLOYERS' MATCHED AND UNMATCHED OCCUPATIONS

	Want Ads				Employment Service			
Variable	Matched	Unmatched	Total Want Ad Listings	% of Total Want Ads Unmatched	Matched	Unmatched	Total Employment Service Listings	% of Total Employment Service Unmatched
Prof.-Tech.	146	249	395	63.0%	37	41	78	52.6%
Manager	17	112	129	86.8	13	30	43	69.8
Clerical	163	285	448	63.6	128	197	325	60.6
Sales	23	147	170	86.4	21	56	77	72.7
Service	351	249	600	41.5	170	137	307	44.0
Farm	4	5	9	55.6	4	3	7	42.9
Process.	5	18	23	78.3	4	11	15	73.3
Machine	91	125	216	57.9	27	28	55	50.9
Bench	8	49	57	86.0	7	14	21	66.7
Structural	101	177	278	63.7	64	60	124	48.4
Misc.	32	114	146	78.1	28	67	95	70.5
TOTAL	941	1,530	2,471	61.9%	503	644	1,147	56.1%

Out of all want ad listings, 61.9 percent were in occupations listed only in the want ads by individual common employers. The perceptions of the employers as to which mechanism they regard as appropriate for recruiting in a particular occupation is very evident. Employers who used want ads for managerial, sales, and benchwork jobs apparently regarded the ads as the best recruitment source, and were least inclined to also list those jobs with an employment service. However, employers use both intermediaries frequently when broadcasting service jobs.

Out of all employment service listings, 56.1 percent were in occupations listed by individual common employers. However, those employers who used the employment service for managerial, sales, processing, and miscellaneous occupations tended to use it exclusively for that purpose. Despite the fact that the employers in question do use both mechanisms, they, nevertheless, do not use them indiscriminately for all of their occupational needs, but favor one or the other most of the time.

Sequence of Common Use

Where common employers use both the want ads and the employment service, they generally use want ads first. On the average, they do not try the employment service until almost six days after placing their want ad. This suggests that common employers may view the employment service as their last resort recruitment effort.

CASE STUDIES OF COMMON EMPLOYER BEHAVIOR

A 5 percent sample of common employers was drawn randomly to permit analysis of representative behavior patterns. The actions which can be attributed to these 34 employers were strictly delimited to those occurring within a four-week period. It must be remembered that related actions occurring immediately before or after the study period may be cut from view. Nevertheless, the employer sample provides the following important evidence about common employer behavior:

(1) Jobs publicly announced by employers vary in number and in their characteristics from jobs filled in other ways.

(2) Jobs appearing as matched occupationally may be for the same job title, or may represent selective assignment of closely related job titles to different mechanisms.

(3) Use of the two mechanisms for the same job can also be a last resort departure from selective assignment of closely related jobs to different mechanisms. The fact that certain jobs are hard to fill results in their common listing.

(4) To fill the employer's order, the employment service may manipulate the data when the order is placed, which results in job retitling.

(5) The jobs listed by common employers are overwhelmingly in the clerical and service fields (Figure 7.4). These are also the occupational categories registering greater growth and replacement needs on a national scale. However, though they are the next largest source of job opportunity, relatively few professional and technical jobs are publicly announced by such employers.

Selective Use of Intermediaries

A number of examples were selected from the 5 percent sample to illustrate various kinds of employers' recruitment behavior toward different occupational groups. "City Medical Center, Middletown, U.S.A."[22] is a heavy want ad user. During the four-week study period, it placed ten ads containing sixteen job titles. The job seeker was continuously exposed to ads in the local paper placed by this employer. Jobs for patient care workers were advertised in separate ads from those announcing jobs in food service, clerical functions or in plant maintenance. The ad script was changed in the ads to indicate specific needs.

This employer placed a dishwasher order with the employment service as well as advertising the job in the want ads. This job was listed simultaneously with the employment service and the want ads on October 7, and with the want ads again on October 16. The employment service order remained unfilled through the remaining three weeks of the test period. The hospital also placed a nurse's aide or orderly job with the employment

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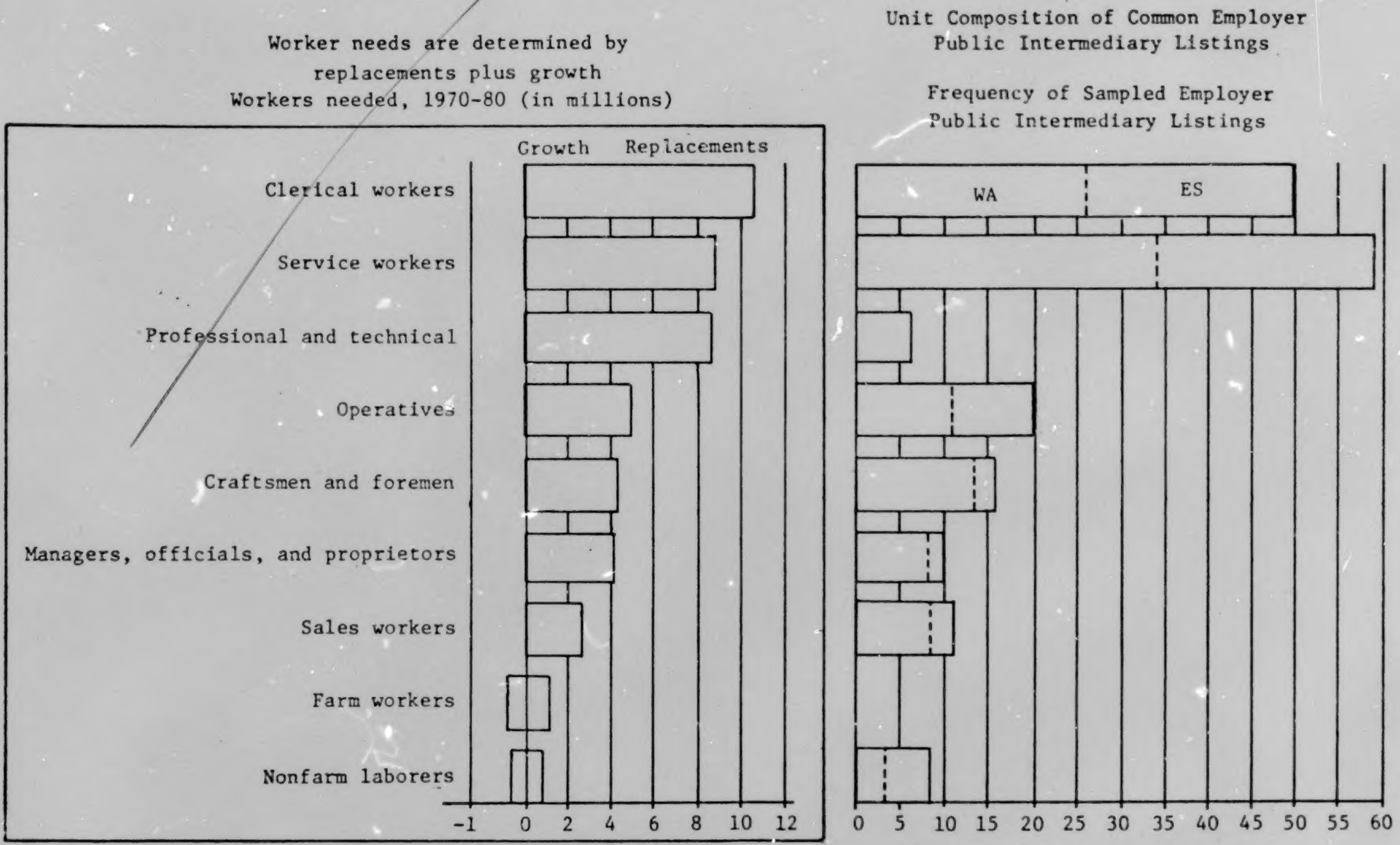
[22] All names have been falsified to protect employer privacy.

Compared to the Nation's Long-Term Worker Needs



SOURCE: Bureau of Labor Statistics, U.S. DOL Employment and Training Administration, Occupational Outlook Handbook, 1972-73.

FIGURE 7.4. Comparison of Occupational Use Made of Public Intermediaries

service 12 days after the start of its ad for aides and orderlies. This order was closed at the employment service on the same day it was placed.

In contrast, "General Hospital in Riverton" is a heavy user of the employment service. It first placed a help wanted ad for a dishwasher September 29. Two weeks later, on October 11, it placed a series of orders with the employment service. It placed seven more job orders with the employment service for clerical and service workers during the remaining two weeks of the study period. This hospital used want ads only for dishwashing, and the employment service only for clerical and patient care workers, in contrast with the Medical Center which used want ads and the employment service for dishwashing and patient care, but want ads only for clerical and blue-collar help. Every job the General Hospital places with the employment service is closed within one day of its receipt.

These two hospitals illustrate that many employers are highly selective in their use of the two mechanisms. Hospitals have many administrative jobs and many professional jobs other than nursing. Yet such jobs filter down to the public intermediaries in small numbers, probably after having first been pursued through other channels. Even with a high volume of professional occupations such as nursing, publicly announced jobs may be limited to recruitment to weekend and other hard-to-fill shifts.

An analysis of the administrative jobs listed by sampled common employers with the public intermediaries reveals them to be mostly removed from the mainstream of administrative activities. Those listed by a relatively few private sector firms generally appear only in the want ads. The administrative jobs publicly announced by the private sector are as follows:

(1) Positive sales recruitment for product "A" offering a manager-trainee position to sell to and service existing accounts

(2) Home-owned department store, seeking department managers and manager-trainees

None of these jobs was offered by large organizations, none by firms with large administrative functions, such as financial institutions or corporate headquarters. Instead, they probably were firms lacking adequate channels for recruitment of administrative staff. Further, the positions tend to be for duties offering an entry into administrative functions rather than for fully administrative work.

It is to the required public announcement of civil service openings that the public intermediaries owe their better administrative jobs. Compare the jobs in the next two case studies of sampled government and quasi-government users with the jobs described above.

The "City Government of Plainsville" makes a practice of rotating public announcement of application-taking periods for particular jobs between the want ads and the employment service. An ad for a variety of jobs (animal care, chauffeur, laborer, garbage collector, and planning aide) appeared on September 29. The employment service received an order on October 7 for a security guard and on October 14 for a clerical worker. On October 24, an ad was placed for a City Director of Development and an employment service order for an auditor. None of the employment service orders was closed before the end of the period.

The "Middletown Center for Bilingual Studies" announced its jobs for social service coordinator and field survey worker in both the employment service and the want ads. The orders were given to the employment service two days before the ads began running in the newspaper's Sunday edition. A job for bilingual secretary was listed in the newspaper on the first day of the study period, but it, too, may have been preceded by an employment service job order. In any case, neither of the employment service orders was closed at the end of the study period.

These civil service jobs are closer to being what most people think of as administrative jobs. They generally require background in the field. A salary is more often clearly indicated. The presence of a variety of administrative functions within the employing establishment is the more general rule.

Though approximately one-half of all sales workers are employed in retail trade, only a small proportion of publicly announced common user jobs is in that sector. Retail sales jobs are normally publicly listed only when there is need to recruit force rapidly -- staffing a new store, an expanded store, or for the Christmas rush. The only sampled common employer to seek retail sales help appeared to be staffing a new store and turned to both intermediaries for help.

The "Discount Department Store" used both intermediaries in an attempt to draw a wide variety of retail store workers. First, it placed job orders with the employment service for general salespersons and security guards, then used a newspaper display ad to recruit these and other workers. The employment service was unable to fill these job orders in the 21 days remaining in the study period, perhaps because they offered a large number of job openings. Most publicly announced sales jobs are for outside sales or telephone solicitation, of which the following are examples: the "Uniform Supply Company" placed an ad for route salesman, while the "Uptown Supply Company" placed an ad for an outside salesman. Each had listed other jobs with the employment service, but not these. "Beauty-Does Health Spa," placed two successive ads followed by an employment service order for telephone solicitor. Ads placed for positive recruitment efforts of several national sales organizations rented rooms at a chain-inn and advertised to interview prospective salesmen. None of these positions was listed with the employment service.

Thus we have see that in sales, as in the professional, technical, and administrative fields, the few publicly announced jobs are not representative of the composition of jobs in the field. Half of sales employment is in the retail field, but not half of the publicly announced jobs. Yet most sales jobs listed with employment service are retail. Other publicly announced sales jobs tend to reflect the needs of smaller entities, many of whom lack large sales forces, and access to adequate informal channels of recruitment.

The Composition of Apparent Matches

There is a strong tendency for individual employers to use both mechanisms for public announcement of jobs in the same occupational family (two-digit DOT classification). Approximately 45 percent of the employment service listings placed by individual common users matched nearly 40 percent of their want ad job titles in occupational grouping. These common users may be using both mechanisms for the same job or they may be selecting different mechanisms for announcement of closely related jobs, i.e., kitchen helper in one and cook in the other.

An analysis of sampled common employer records sheds more light upon the prevalence of these two patterns of behavior (Table 7-3). Of the 34 instances of apparent matches between employment service and want ad listings, two-thirds really matched want ad job titles placed by the employer. For the other one-third of the listings, the employer placed one job title in one mechanism and a closely related one in the other intermediary. Such selective distinctions constitute an even larger portion of want ad listings.

The examples of selective use of a particular mechanism to recruit for a job closely related to one for which the other mechanism is used are numerous among sampled common employers. The "Uptown Steak House" recruits its dishwasher through the employment service and, a little later, its cook and trainee chef through the want ads. Perhaps

TABLE 7-3

ACTUAL DISPOSITION OF SAMPLED COMMON EMPLOYER LISTINGS

Occupational Group	Employment Service Matched Records		Want Ad Matched Records	
	Real Matches	Apparent Matches	Real Matches	Apparent Matches
Prof.-Tech.	0	0	0	0
Manager	1	1	1	1
Clerical	6	11	11	14
Sales	1	1	2	2
Service	9	13	14	30
Agriculture	-	-	-	-
Blue collar	5	8	5	6
TOTAL	22	34	33	53

the fact that the employment service took eight days to fill the dishwasher's order affected this employer's recruitment pattern. The "Hamburger King" first advertised for a hostess, cashier, and food preparation worker through the want ads, then placed a job for a waitress through the employment service. Again, the employer's behavior pattern may have been affected by the results of his want ad. It is impossible to say on the basis of the study data alone. The "House of Waffles" first placed a want ad for a dishwasher and a busperson. Later, it placed a job order with the employment service for a hostess. Common use of different mechanisms to recruit for closely related occupations, while occurring most heavily in the service field, is not limited to it. "ABC Construction Company" first placed a want ad in the newspaper for an experienced roofer. Two weeks later, it placed three consecutive job orders with the employment service for laborers. These were filled within one to eight days.

The "First State Bank," whose listings with the employment service are mandatory, represents an odd combination of uses of both mechanisms for the same job and selective use of different mechanisms for closely related jobs. The employer placed a job for a secretary in the want ads on October 11. The day after the ad stopped running, a job order was placed for a secretary with the employment service. This was closed in seven days, and another job order for secretary was then placed. During the same period, the employer placed ads in the newspaper for keypunch operator, recap operator, and computer operator and placed job orders with the employment service for two accounting clerks, a billing clerk, and teller.

Last-Resort Use of Both Mechanisms

Many times, the combination of selective use of the two mechanisms and real matches is the result of the employer having to depart from selective behavior and list with the other mechanism as well when the first fails to produce the needed worker.

In the case of "City Medical Center," the employer placed a job listing simultaneously with employment service and want ads for dishwasher.

When this failed to produce an adequate supply of workers, the hospital placed another ad in the newspaper, not only for a dishwasher but for a salad maker and cook as well.

The "Smith Family Restaurant" placed two different ads for dishwasher four times as well as placing ads for hostess and waitress. Apparently, the results of the dishwasher ads were not adequate, so the employer placed a job order with the employment service for a dishwasher.

The "Wayside Inn" placed want ads for cook and waitress earlier in the period, then simultaneously listed its dishwasher job with both mechanisms. The employment service closed its order in three days.

The "Chain Inn" put two successive ads in the newspaper in an attempt to recruit various types of waitresses. These may not have provided an adequate flow of applicants, for it then placed job orders with the employment service for waitresses and a bartender.

Sequential analysis of the common employers suggest that the want ad is usually the first choice. They normally use want ads alone for a fairly long period before giving an order to the employment service as well (Table 7-4). In such cases, the employment service is used as a last resort, as a means of widening the broadcast.

The employment service tends to be used first by employers listing blue-collar jobs. If the agency does not produce a suitable match within four days, the employer tries the want ads as well.

Least frequent is a simultaneous listing of the same job by common employers. Among sampled employers, the two mechanisms are used this way only for service jobs.

In some cases, the shift to the employment service after first placing a help wanted ad involved a retitling of the jobs involved. "Excellent Printers" ran want ads for five days seeking a secretary to do transcription typing from a dictaphone. Although the ad's script was altered to make the job seem more enticing, it still went unfilled. When the job was placed with the employment service, it was properly retitled transcribing machine operator, which in a sense narrowed the audience since the skill demanded is limited and specific. Nevertheless, it was not closed when the period ended four days later.

TABLE 7-4

SEQUENCE OF EMPLOYER USE OF BOTH MECHANISMS FOR TRULY MATCHED OCCUPATIONS[a]

Sequence	No. of True Occ. Matches	Occupational Composition	Average Lead (Calendar Days)
Want Ad First	9	Clerical (3) Sales (1) Service (4) Blue Collar (1)	13.6 Days
Simultaneous[b] Use	3	Service (3)	No Difference
Employment Service First	8	Administrative (1) Clerical (1) Sales (1) Blue Collar (5)	4 Days

[a] Multiple listings by an employer for the same occupation are counted as one listing.

[b] Ads appear one day after the employment service job order is placed even though employer actions were simultaneous.

Similarly, when "Community Fund" placed a job order with the employment service one day after it had placed an ad in the paper for a secretary, the employment service retitled it clerk, general office. It did so because it obtained details indicating that the duties did not warrant a secretary title. This broadened the potential audience, but, even so, it did not enable the employment service to close the order by the end of the period, 25 days after it had been placed.

Shortened duration of employment service listings suggests a ready access to the applicant supply. The New Orleans employment service, for example, disposed of 17 of its 20 sampled job orders within one day,

TABLE 7-5

AVERAGE DURATION OF SAMPLED EMPLOYMENT SERVICE ORDERS, BY AREA[a]

Area	Average Duration of Order
Atlanta	8.8 days
New Orleans	2.6 days
Dayton	8.2 days
Richmond	21.0 days
Syracuse	12.3 days
Wichita	14.9 days
Des Moines	13.6 days
Portland	8.0 days
Boise	10.3 days

[a] Counts jobs still open at the end of the study period as ending that day. In fact, some probably lasted much longer.

As Table 7-5 shows, New Orleans disposed of sampled common employer listings the fastest, requiring an average minimum of less than three days. Richmond requires the most time, 21 days. The others require between eight and fifteen days.

In summary, one-third of the jobs from the same occupational family placed in both intermediaries represent the common employers' choices of different mechanisms for closely related jobs. Two-thirds of such jobs are true occupational matches. Employers most often use the want ads first, turning to the employment service after a fairly long period has elapsed. Where the employment service is selected first, it is usually for a blue-collar job, with the employer quickly turning to the want ads if the job is not filled. Simultaneous use of the two mechanisms for the same occupation is much less frequent, occurring mostly with service occupations.

8

HELP WANTED ADVERTISING AND EMPLOYMENT SERVICE JOB ORDERS AS LABOR MARKET INDICATORS

This section contains four studies, each analyzing the value of help wanted advertising and employment service job order data in a different time series application. They include:

(1) Postwar trends in the volume of want ad and employment service job openings nationally as compared to labor market

(2) The usefulness of help wanted advertising and employment service job opening data in evaluating the efficiency of the job market

(3) Help wanted advertising and employment service job order stocks as indicators of national cyclical change

(4) Local help wanted advertising and employment service job order stocks as monitors of the local labor market

These studies can be summarized briefly as follows: During the postwar era, the volume of employment service nonagricultural job openings held fairly constant while both the labor force and employment experienced a 50 percent increase. In contrast, the volume of help wanted advertising grew at a slightly slower rate than the market. The lack of growth in employment service openings should probably not be attributed to want ad encroachment. Instead, the phenomenal growth in private agencies is probably reflective of their capture of an increasing volume of jobs, some of which alternatively could have been listed with the public employment service.

Further studies of job market efficiency, including any comparison of our study data to labor supply data, are hampered by the lack of current vacancy statistics.

Local employer-placed want ad job titles and employment service job order volume as measured over the twelve SMSAs studied were tested for their potential as a more precise national indicator of cyclical change. The result can be stated briefly as follows. Both want ad and employment service data movements show a very close relationship with the direction of BLS household survey and establishment data series, both components and totals. In timing, the two study data series each lead national labor force data but differ from each other by one month. The difference clearly reflected the two month lead of blue-collar workers. For instance, employment service blue-collar job order volume leads the national data by two months while the want ad blue-collar job volume does so by three months. Unfortunately, it was not possible to complete this analysis for occupation by industry.

It appears that analysis of either employer placed want ads or employment service job orders for movement of major occupational groups might go beyond present indicators in aiding policy makers, not only giving two to three months advance notice of a major recession, but also indicating its relative impact nationally upon major occupational groups.[23] Want ad data offers the advantage of a greater lead in showing impact, but ES data offers a readily available, much cheaper source.

Tests of the capability of area want ad data and employment service operational data to monitor local cyclical trends were disappointing. The lack of consistent results can be attributed to the failure of local employment and unemployment series to reflect recessionary trends to the same degree and with the same timing pattern. Study data capability to monitor direction of trend showed a strong tendency to vary with labor market series strength of relationship with one another. No consistent timing relationships could be found.

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[23] Their lead in predicting cyclical changes would be affected by the one month lag in the availability in tabulated ES and want ad data.

JOB VOLUME AND ITS RELATIONSHIP TO PUBLIC INTERMEDIARY LABOR MARKET TRENDS

In studying the movement of the help wanted advertising indices from 1919 to 1961, Charlotte Boschan noted that "help wanted ads fail to display any long-term upward trend since 1919."[24] Her series, constructed from employment service job openings pending and job openings received from 1950 to 1964, revealed similar isolation from general market trends.

Our study data allows us to explore whether these two mechanisms remained isolated during the late 1960s and early 1970s from long-term trends. It is possible that, in the course of its postwar growth, the market has developed new structures and internal processes to handle job openings which might otherwise have been relegated to the employment service, help wanted ads or to both of them. The answer to this question is very important in providing longitudinal perspective to the question of whether either mechanism has a significant role in the labor market. Is whatever impact these institutions may have made on the labor market in earlier years diminishing? Do these mechanisms now play different roles than they did in the early 1950s?

Figure 8.1 provides an updated picture of the path of U.S. employment service nonagricultural openings received and the Conference Board Index of help wanted advertising volume in relation to the growth in U.S. civilian labor force and total employed in the postwar era. This graph shows a 53 percent increase in total employed during that same period. While the trend of the CB Index between 1951 and 1963 is fairly flat as described by Ms. Boschan, it turned upward in 1964. However, the precise course of the post-1964 trend is obscured by strong cyclical fluctuations in the series. Whether this upturn is a short-term phenomenon, merely leading to a new and higher plateau or really the beginning of a long-term trend is difficult to ascertain.

In contrast to the other series pictured on the graph, employment service openings received from 1948 to 1975 were either constant in

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[24] "Job Openings and Help Wanted Advertising as Measures of Cyclical Fluctuations in Unfilled Demand for Labor," *The Measurement and Interpretation of Job Vacancies: A Conference Report of the National Bureau of Economic Research* (New York: Columbia University Press, 1966), p. 492.

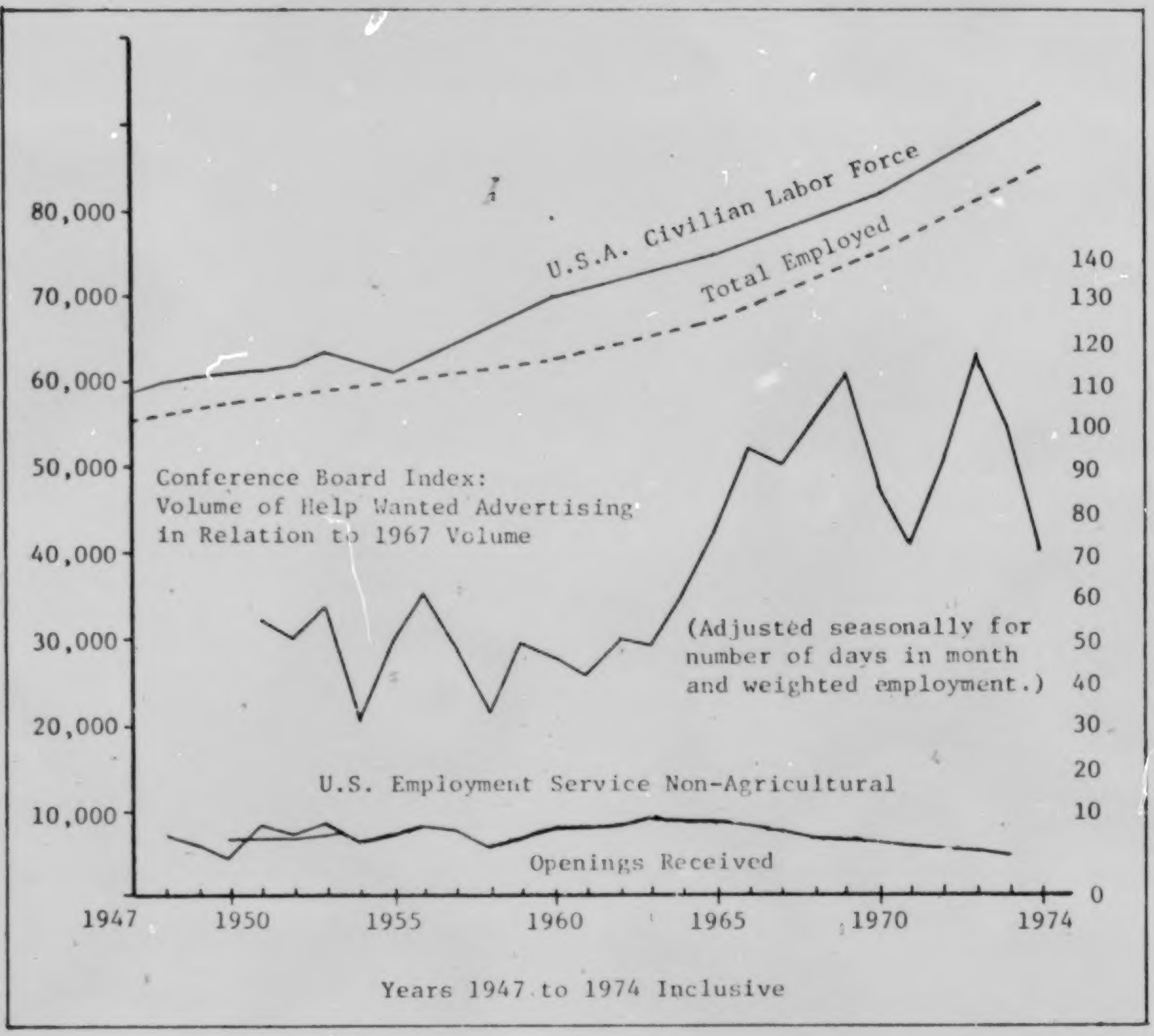


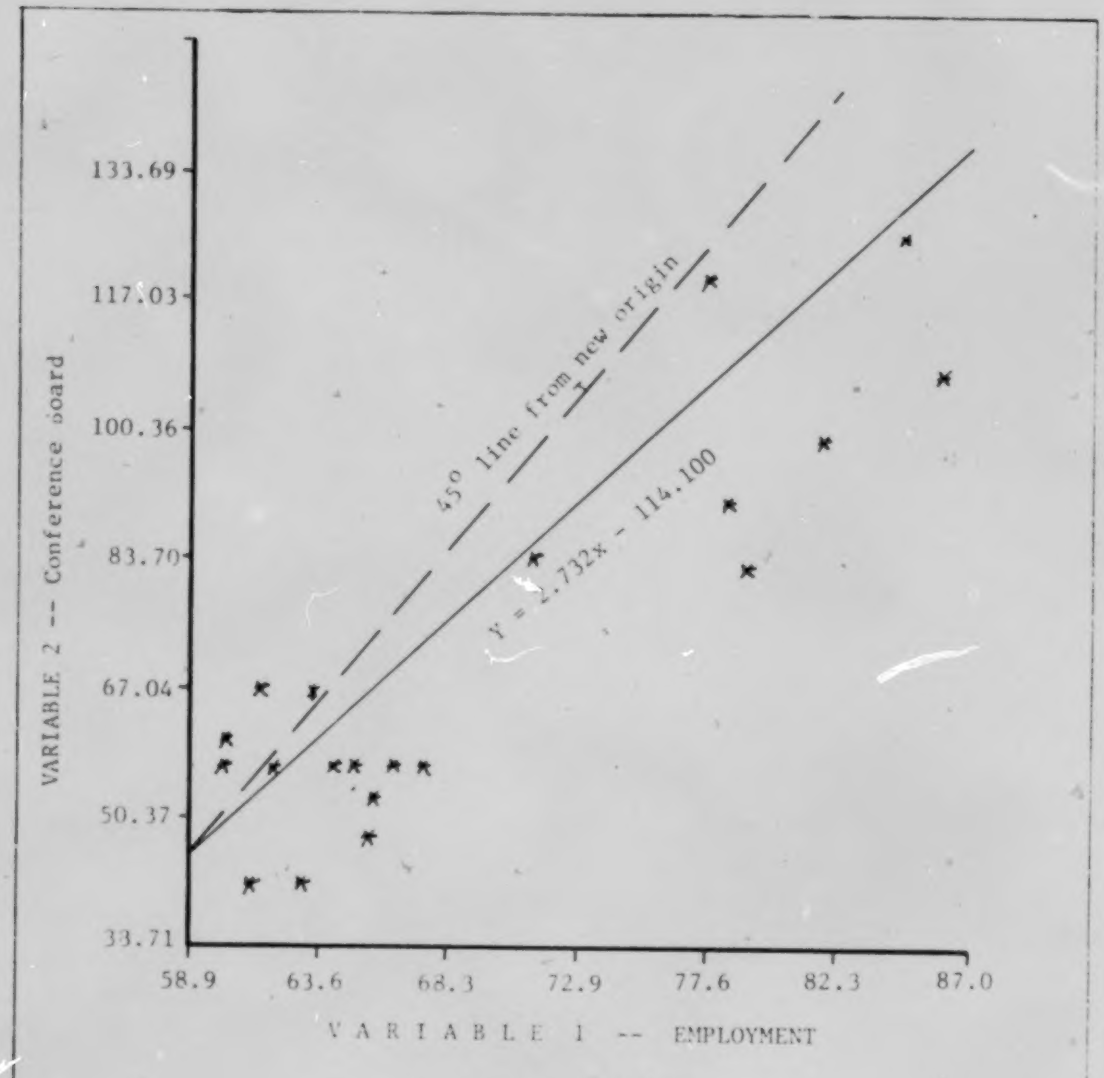
FIGURE 8.1 Conference Board Index of Help Wanted Advertising and ES Nonagricultural Openings Compared to Civilian Labor Force and Total Employment

volume or slightly declining. Clearly this institution in postwar years has failed to capture any of the increase in job openings which must have accompanied postwar growth in labor force and employment.

Regression analyses confirm these visual observations. A correlation coefficient of 0.830 was obtained for the relationship between help wanted advertising stock and civilian labor force, and a correlation coefficient of 0.875 for that between ad volume and total employed. Thus, the relationship between want ad volume and national labor market data in the postwar era is strong enough to indicate a growth in the volume of help wanted advertising in keeping with this period's labor market expansion.

In contrast, a correlation coefficient of -0.129 was obtained for the relationship between employment service nonagricultural job openings received and the civilian labor force, and one of -0.065 between employment service nonagriculture job openings received and the total employed. Thus, the association of employment service job openings data and national gross labor market characteristics is so weak as to provide no evidence that the volume of employment service openings reflects national labor market trends. What needs to be sought then is the nature of the mechanisms or the processes absorbing that postwar growth in job openings which otherwise would have been inherited by the employment service.

The contrast between these mechanisms in their adherence to national market trends leads one to wonder if the growth of the one may have been at the expense of the other. A sign of such large-scale encroachment by the want ads upon potential employment service jobs might be a want ad volume growth rate exceeding that of the total employed in the nation. Figure 8.2 explores that issue and presents want ad volumes by means of a scattergram. Also pictured on it is a line representing the equation best expressing the relationship between want ad volumes and total employed over that period. A 45-degree reference line is drawn across the graph from the origin of the equation. The fact that the equation's volume relationship line lies below the 45-degree line indicates that the volume of want ad growth rate failed to keep pace with that of the national market. Therefore, it was the private employment agencies and probably not want ads which captured the potential market. The deficit in growth of the want ads and employment service orders should probably be attributed to private employment agency growth.



	Spacing Interval	Minimum	Maximum
Scaling for Variable 1 ---	1,172438	59,9620	85,9360
Scaling for Variable 2 ---	4,165909	41,4000	126,0000

FIGURE 8.2 Relationship Between Long-Term Trend in Employment and Conference Board

As Figure 8.3 shows, private agency employment, while somewhat volatile, grew much more rapidly during the 1960s and early 1970s than employment nationally. Since the private agencies tend to be small, individual proprietorships, the number of employees in this industry may understate the industry's growth somewhat.[25] Nevertheless, since each employee must be supported by revenue from placements, then placements must be increasing at least at the same rate. Consequently, while the private agencies release little information about their operations, it would appear that they are by far the most dynamic element within the public intermediary market. And, since the private employment agencies use the newspaper help wanted ads as their primary publicity arm, they must account for some of the want ad volume increase.

PUBLIC INTERMEDIARY JOB VOLUME AND ITS RELATIONSHIP TO LABOR MARKET PERFORMANCE

The efficiency of a free market economy depends to a considerable degree upon an adequate flow of economic information. The job market, the arena in which matches of worker to job are effected, may be graphically depicted as in Figure 8.4.

The features of the job market are continually changing as employers and workers enter the market and effect matches, remain unemployed, leave the labor force, or cancel their job openings. Those employers whose demand is unsatisfied initially because no match is effected are likely to remain in the job market, adopting wider recruitment strategies, until their demand can be filled. The behavior of the unmatched workers, who constitute the unsatisfied labor supply, is much the same. Information about the flows of job openings and of workers in and out of the market, the volume and characteristics of job-person matches, and the quantity and nature of unsatisfied supply or demand -- whether provided by government or other sources -- is essential both for microeconomic and macroeconomic decision making.

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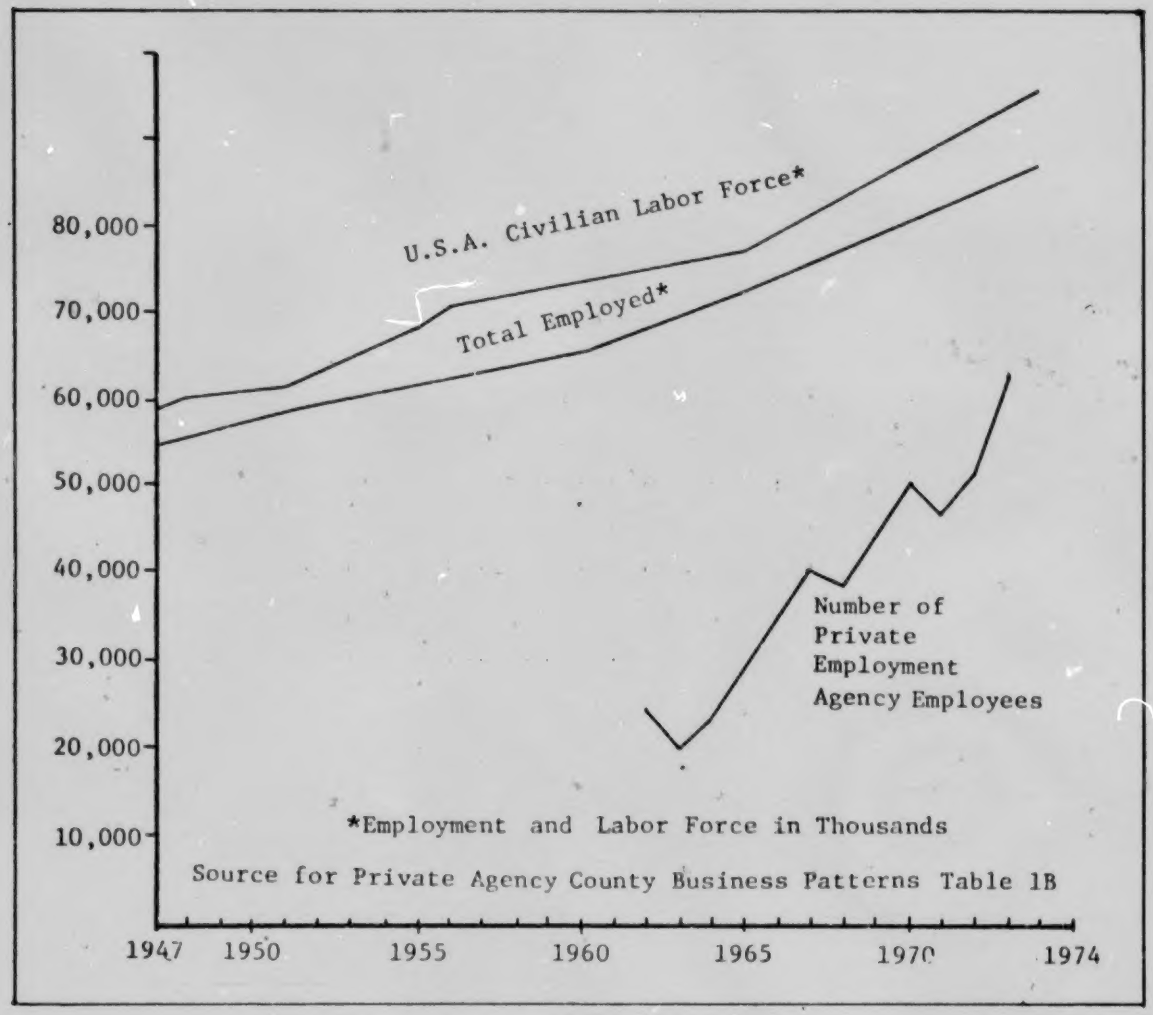
[25] Margaret S. Gordon and Margaret Thal-Larsen, Employer Policies in a Changing Labor Market (Berkeley, California: Institute of Industrial Relations, 1969). Agency employment is used as a surrogate for job openings received because neither job openings data nor a preferred substitute (placement data) is made publicly available by the private employment agencies.



Source for Private Agency County Business Patterns Table 1B

FIGURE 8.3 Number of Private Agency Employees Compared to Civilian Labor Force and Total Employment, 1947-1975

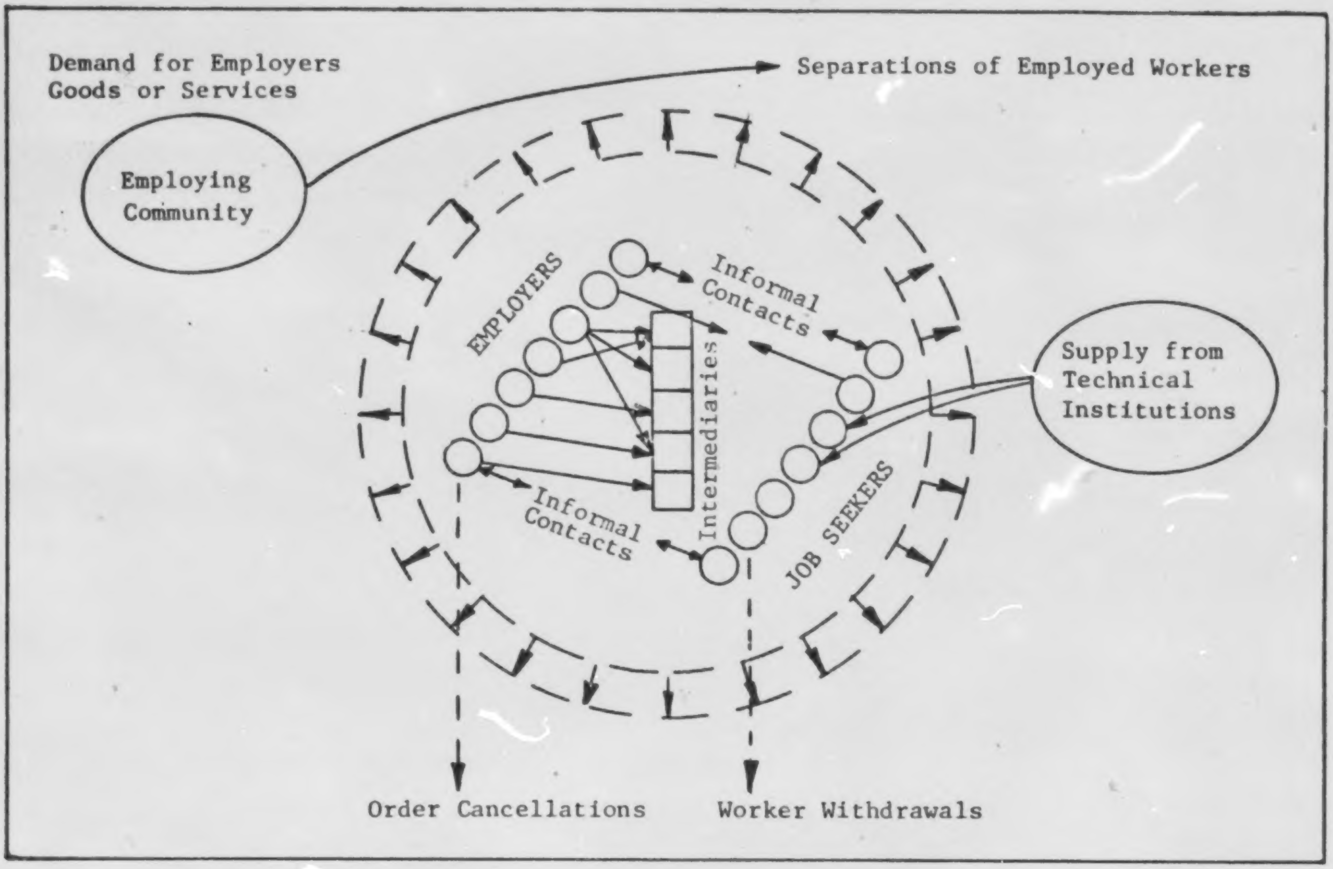

Demand for Employers Goods or Services
Separations of Employed Workers
Employing Community
EMPLOYERS
Informal Contacts
Intermediaries
Supply from Technical Institutions
Informal Contacts
JOB SEEKERS
Order Cancellations
Worker Withdrawals

FIGURE 8.4. The Job Market

Yet, government-provided macroinformation is typically restricted to "snapshots" of gross features of the labor market taken at a particular point in the month. Labor force concepts developed in the 1930s and in continuing use depend upon three major "stocks" to indicate the state of the labor market:

(1) The employed
(2) The unemployed
(3) The remainder, i.e., those not in the labor force

"Motion pictures" of the flows among these components are limited to turnover data, showing the volume of some types of job-person matches. These gross and cross-sectional labor market stock data leave much to speculation since only the direction and size of the "net" flow can be determined from an analysis of stock levels alone. The volume of the crosscurrents producing the net flows is left to supposition. As a result, our information about the dynamics of the job market is highly imperfect, and a stock, such as the unemployment rate, becomes a highly important market barometer by default.

One area of legitimate national concern, and therefore a potential subject for government collection of data, is the efficiency of the job market's operation. Since ascertainment of this market's efficiency by comparing the volume and characteristics of worker-job matches to the various flows in and out of the job market was not feasible, the approach taken was a comparison of "stocks." During the 1960s, the Department of Labor undertook pilot effort to survey employers as to the size of their stock of vacancies at a particular point in time, hoping to gain a measure of labor market efficiency.

Myers and Creamer advocated evaluating the efficiency of the job market by comparing the relative volumes of this "unsatisfied demand for labor" with that of "the unsatisfied supply of labor."[26] They assumed that the greater the number of vacancies (unsatisfied demand for labor) matched by unemployed persons (unsatisfied supply of labor), the poorer the adjustment of the job market to current economic conditions.

Charlotte Boschan,[27] in a discussion of the proper interpretation of vacancy data, cautioned that the concurrent behavior of labor turnover statistics must be considered. For example, vacancies may be a measure of labor shortage, but, if accompanied by a high volume of voluntary quits, are instead likely to represent a momentary market maladjustment due solely to turnover. A capability for estimating the relative sizes of the frictional and structural components of labor turnover is essential to accurate evaluations of labor market efficiency; yet, the development of clearly understood criteria permitting collection of data pinpointing labor shortages of a structural nature eluded labor economists. The Labor Department's brief experience with the official collection of vacancy data resulted in an appreciation for the definitional problems presented by such surveys, as well as their high cost. Therefore, the Department of Labor turned its search to substitutes among already existent data series.

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[26] John G. Myers and Daniel Creamer, "Measuring Job Vacancies: A Feasibility Study in the Rochester, N.Y. Area." Economics, No. 97, p. 109.

[27] Charlotte Boschan, "Job Openings and Help Wanted Advertising as Measures of Cyclical Fluctuations in Unfilled Demand for Labor," The Measurement and Interpretation of Job Vacancies: A Conference Report of the National Bureau of Economic Research (New York: Columbia University Press, 1966), p. 492.

In evaluating the adequacy of potential surrogates among existing data series, progressively stringent performance criteria were developed. A stringent test was close agreement between the number of job vacancies surveyed and the number of vacancies disclosed by the data. A less exacting test was comparability of relative changes from period to period, both in direction and in amplitude. Ms. Boschan's requirements were particularly stringent:

> To be fully useful analytically, vacancy measures should be more than a count of currently open positions without distinction between those that are open only as a consequence of normal labor turnover, those that are not "urgent," those that are imposing unrealistic conditions, and those that are genuine labor deficits due to quantative shortages or to qualitative deficiencies in the labor supply.[28]

Her criteria required the separation of the truly structural vacancies from those of a frictional nature.

In analyzing the value of help wanted advertising as a surrogate for government-collected vacancy data, Ms. Boschan used the existing statistical series reflecting ad volume compiled by the Conference Board. The Conference Board Index converts a count of the total number of help wanted ads in major newspapers in 51 metropolitan areas to an index with the 1967 average daily volume as its base, then combines the indexes for individual newspapers, using as weights the percentage of the nation's nonagricultural employment accounted for by each labor market area represented in the sample. Since these cities account for a little more than 50 percent of the nation's nonagricultural employment, their newspapers should represent a proportional share of the country's help wanted ad volume and thus of its job vacancies. The Conference Board index thus developed relates the volume of the monthly "stock" of help wanted advertising placed to the stock from previous months.

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[28] Boschan, p. 493.

As Ms. Boschan pointed out, the white-collar job bias of help wanted advertising made it a less likely surrogate for job vacancy data than employment service operational data. In addition, the ad count failed to reveal the multiple vacancies some ads represent and consequently failed to give an accurate picture of the actual level of vacancies. Alternative approaches to compiling a help wanted advertising series are limited by the missing information in most ads which prevents an accurate account of job openings.

In direction, the conformity of volume movements in help wanted advertising to expansions and contractions of the economy for the period, 1919 to 1964 (except for the postwar expansion, 1945-48) was perfect. At a business cycle trough, ad volume always changed direction within two months of the advent of the trough; at peaks, the leads were often longer. The amplitude of the Conference Board series movements (and of previous help wanted advertising series) have borne little relationship to the severity of the reference business cycles. Therefore, help wanted advertising's usefulness in revealing the changing character of demand for labor is probably limited to direction. It certainly has failed to meet Boschan's requirement that the nature of vacancies be revealed.

Yet, in fact, the series has great value as a business cycle indicator. The Bureau of the Census publishes it monthly as a roughly coinciding economic indicator in Business Cycle Developments. Thus, while no test to date has demonstrated help wanted advertising's adequacy as a surrogate for vacancies nationally, its sensitivity to change in employment and unemployment has been demonstrated.

Because of the inclusion of a greater volume of information on blue collar jobs, Boschan considered employment service operational data a more likely surrogate for job vacancy data than help wanted advertising data. Whether a system of voluntary listing of open jobs with the employment service results in a representative coverage of the nation's unfilled jobs remains a key question. One advantage of employment service operating statistics over help wanted advertising data is the availability of existing data series on the "flow" of job openings as well as the "stock." Thus if such data proved to be an adequate surrogate for job vacancy surveys, they might describe their flow as well as periodic "stock" volumes. The job opening concepts either directly available or derivable from employment service data are as follows:

(1) "Job openings received" in the course of the month equals an inflow of jobs

(2) "Job openings pending" equals the open job stock at the end of the month

(3) "Job openings available" equals the sum of job openings received during the month plus openings pending at the end of the previous month

(4) "Placements, nonagricultural" equals job openings filled through employment services

(5) "Cancellations" equals job openings pending at beginning of the month plus job openings received during the month minus placements during the month plus job openings pending at the end of the month

Using such concepts, the labor exchange function of the employment service is depicted as in Figure 8.5. In other words, the size of the stock of openings in employment service at any point in time depends upon the relationship of employment service inflow to outflow. During an expansionary period, the inflow might be expected to exceed the outflow; during a recessionary period, the reverse can be anticipated.

The results of attempts to use such data have been much the same as for help wanted advertising data, despite the fact that the greater precision of employment service data make a comparison of levels possible. The movement of employment service openings data are very close in timing to national employment and unemployment movements. While "job openings available" qualifies as a possible business cycle indicator, its validity as a surrogate for job vacancy data has yet to be proved. And, until

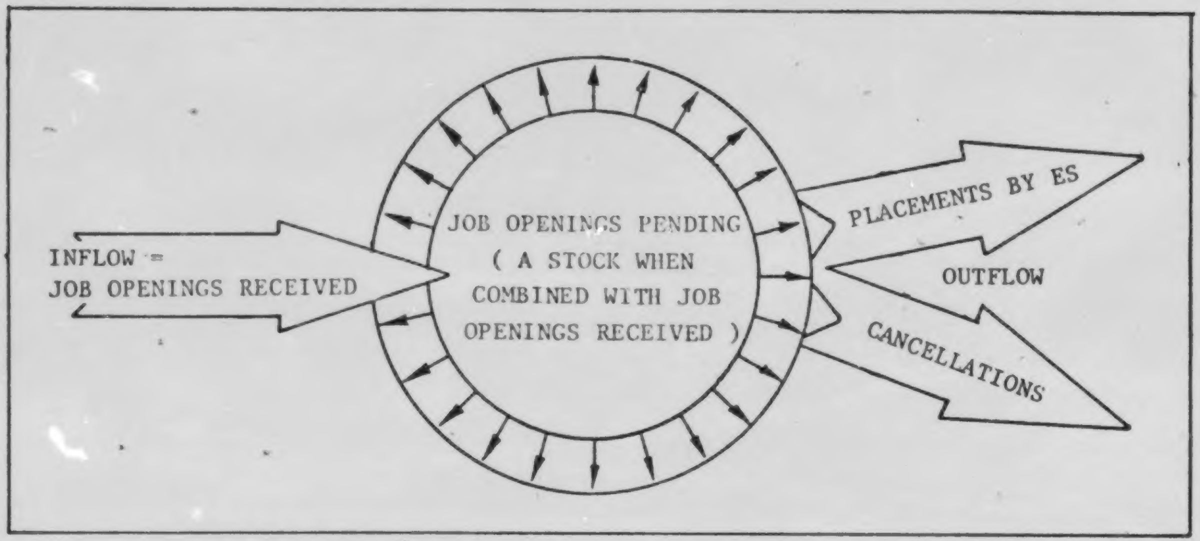

FIGURE 8.5. The Labor Exchange Function of Employment Service

employment service "stock" data is validated as a surrogate for vacancies, the usefulness of employment service data in describing the flow of vacancies cannot be evaluated.

Both help wanted advertising volume and employment service job openings data currently present problems as possible surrogates for vacancy data. Help wanted ad volume has kept pace with trends in the national job market but is occupationally biased. Employment service job openings data are occupationally more representative of the national market than want ad data but have failed to reflect national market trends during the postwar era.

The cessation of "JOLTS" and all other experiments in job vacancy data collection before this study began in June 1974 made impossible a test of either our help wanted advertising data or employment service order volume data as surrogates for vacancy data.

As a consequence, this study can make no contribution to understanding of how well public intermediary activities represent the composition of job vacancies in the market as a whole or to what extent they represent demand unsatisfied through other recruitment efforts. Thus, the usefulness of public intermediary volume data in evaluating the efficiency of the nation's labor market remains barely explored.

PUBLIC INTERMEDIARY DATA AS DESCRIPTORS OF CYCLICAL CHANGES IN THE NATION'S LABOR MARKETS

Since the employment service is stronger in blue-collar listing and the want ads in white collar, study of the recessionary behavior of the two might be useful in the planning of countercyclical employment programs. The present study provides an opportunity to examine this issue. While the areas in this study do not constitute a representative sample of America's metropolitan areas, the sample, as noted earlier, does reflect diversity in economic structure as well as in population and regional distribution. In fact, the occupational composition of the study's areas' job "stocks" in employment service and want ads for the months June 1974 to May 1975 combined are remarkably similar to the occupational makeup of U.S. employment (Figure 8.6).

Both mechanisms over the twelve study areas have a high proportion of service jobs and a low proportion of agricultural job orders in relation to their shares of total U.S. employment. Still, the study data are characteristic enough of U.S. employment to test whether the behavior of the two together might be indicative of differences in the recession's impact upon the primary types of U.S. workers. A comparison of the two mechanisms over the twelve study months to the movement of national labor force series during the 1974-75 recessionary period can serve as a testing ground for such a possibility.

U.S. labor force series reveal a slight difference in timing of the recession's impact upon the employment of blue-collar workers compared to that upon white-collar employees. BLS seasonally adjusted national household survey data shows that employment of blue-collar workers peaked in May 1974 and generally continued to drop until April 1975; white-collar employment, on the other hand, peaked in June 1974 and showed faltering signs of recovery as early as January 1975. The unemployment rate for blue-collar workers climbed steadily upward from a 5.8 percent low in May 1974 to a peak of 13.0 percent in May 1975; the white-collar workers' unemployment rate edged slowly upward from an April 1974 low of 2.9 percent to a May 1975 high of 5.4 percent. The movements of total unemployment coincided in timing with that of white-collar workers, hitting a 5.0 percent low in April 1974 and a 9.2 percent peak in May 1975.

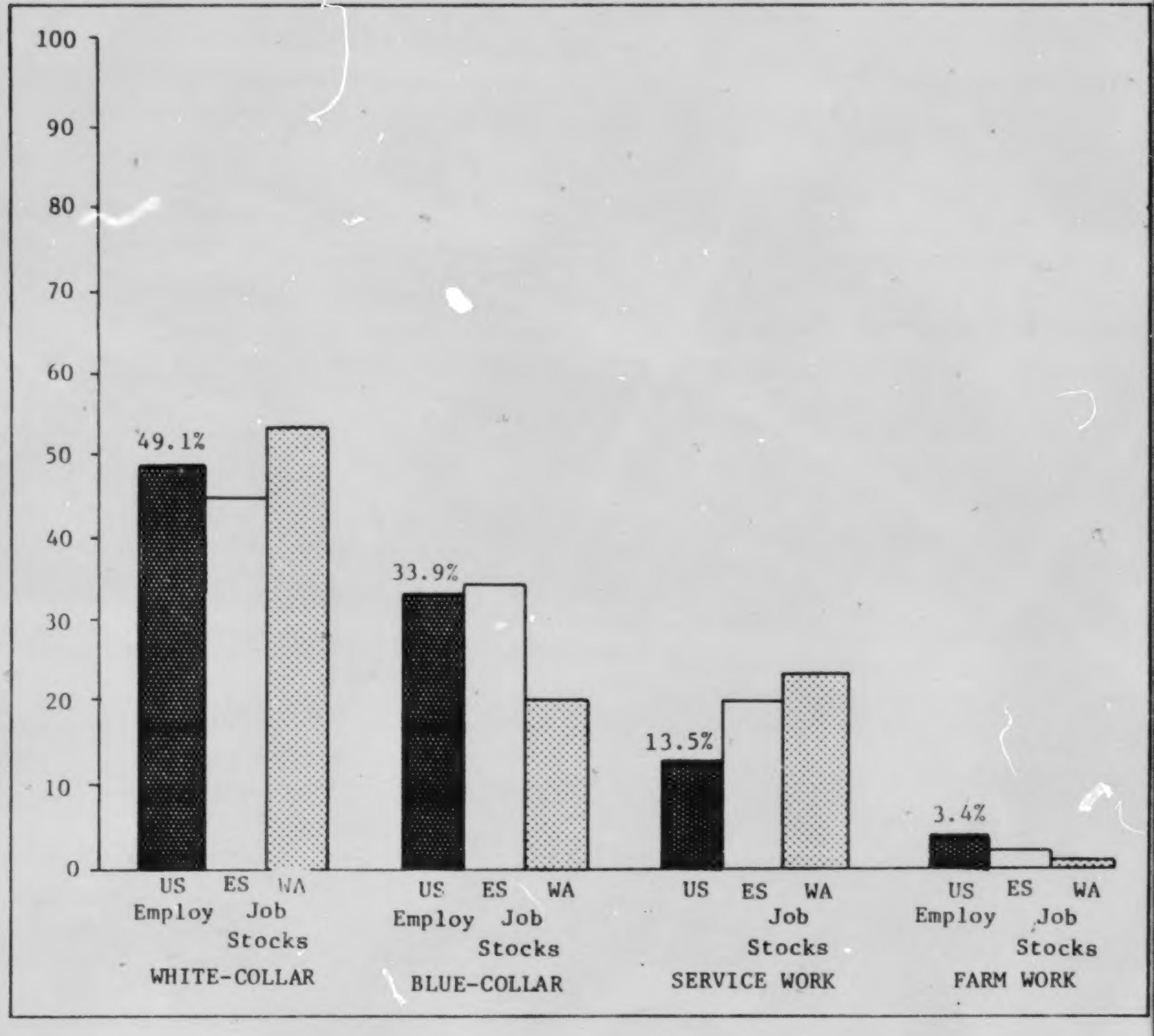

FIGURE 8.6. Comparison of the Occupational Composition of BLS Household Survey Employment Data and Employment Service and Want Ad Job Stocks -- June 1974 to May 1975 Periods Combined --

Industry employment from establishment data showed more variance in the timing of the recession's impact. Total employment (all industries) peaked in September 1974 and reached an initial low point in April 1974. The manufacturing sector hit its low at the same time, having moved steadily downward since June 1974. Trade employment peaked in October 1974 but also bottomed out in April 1975. On the other hand, service industry employment peaked in December 1974 and, only briefly stalled by recession, was moving upward again by May 1975. Government employment showed the least effects of the recession, with no real peak or trough, but instead only a slowing of its growth.

To test the degree to which study data for the two mechanisms reflect cyclical changes in national employment of various groups, the following comparisons were made:

(1) Total volume: Month-to-month fluctuations in volume of job orders in the two mechanisms over all study areas were correlated with movements in national household survey unemployment rates, number of unemployed, and total employed.

(2) Occupation: Month-to-month fluctuations in study data disaggregated by major industry group were correlated with monthly fluctuations in BLS establishment based employment by industry data.

(3) Industry: Month-to-month fluctuations in study data disaggregated by major industry group were correlated with monthly fluctuations in BLS establishment based employment by industry data.

To permit the best fit of study data to BLS[29] data, national data for all of 1974 and 1975 were arrayed for comparison to the twelve months of study data. Study data and BLS data were converted from actual volumes to index relatives to permit a comparison of levels.

Table 8-1 presents the best timing relationship between each pair of study data and BLS data elements as well as the correlation coefficient expressing the strength of their relationship. As can be seen there, most correlation coefficients for these relationships were very high. Exceptions to this were the coefficients for employment service retail trade job orders and employment in retail trade, and those for service

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[29] BLS data used were seasonally adjusted. Study data were not.

TABLE 8-1

TIMING RELATIONSHIP AND CORRELATION COEFFICIENT
FOR BEST "FIT" BETWEEN BLS AND STUDY DATA

	Two-Month Lead				Three-Month Lead				Five-Month Lead	
	Volume		Rate		Volume		Rate		Volume	
Variable	ES	WA	ES	WA	ES	WA	ES	WA	ES	WA
Unemployment, volume and rate, total, and by occupation:										
Total	-.894		-.904			-.866		-.874		
White Collar					-.874		-.862	-.805		-.802
Blue Collar	-.911		-.921			-.888		-.904		
Service	-.791	-.743	-.800	-.751						
Farm					-.792	-.646	-.792	-.646		
Employment, establishment based, total, and by industry:										
Total	.939			.921						
Manufacturing	.969	.913								
Trade	.462	.913								
FIRE			.838	.860						
Services									-.528	-.483
Government		-.859	-.921							

jobs listed in both employment service and want ads and service industry employment. A seasonal adjustment of study data in these areas might have resulted in a better test of cyclical "fit."

It was anticipated that the study data would vary inversely with unemployment rate and number of employed, and vary directly with establishment-based employment. All correlation coefficients obtained for relationships between study data and unemployment volumes and rate were negative, indicating an inverse relationship, as expected. Surprisingly, negative coefficient values were also obtained for relationships between service and government study data and for employment in services and in government. In the case of services, a strong seasonal upturn in job order volume may have produced the inverse relationship. The research staff hypothesizes that the inverse relationship between government-placed job orders in the employment service and want ads, and employment in government may reflect the lack of involvement of these intermediaries in recruitment for the countercyclical public service employment program.

Table 8-1 illustrates a timing difference between total want ad and employment service job order volumes in predicting the movement of the total unemployment and employment series. In all comparisons of total volume, want ads' best "fit" led the national labor force series by three months, while employment service data led by two months. Boschan's finding that both want ad and employment service job openings data series change direction within two months of a business cycle trough, in this case, is supported only by the employment service study data.

Table 8-1 also reveals differences in timing between want ad and employment service study data in indicating the recession's impact upon particular groups of workers. Both mechanisms lead the BLS unemployment series for service workers by two months; they lead these series for agricultural workers by three months. Want ad data lead the number of white-collar unemployed by five months, and the employment service does so by three months. Employment service data lead the blue-collar unemployment volume and rate by two months, want ad data by three months.

The timing of the leads of employment service and want ad study data over the BLS employment series for primary industry groups does not always seem to be consistent with those for primary occupational groups.

Consequently, it is difficult to draw conclusions from these findings. For example, both the employment service and the want ad data lead employment in manufacturing, the largest employer of blue-collar workers by two months; for consistency with the employment data findings, the research staff expected an employment service lead of two months and a want ad lead of three. As another example, both the employment service and want ad data led the service industry employment series by six months; since the service industry is the largest employer of service workers, we anticipated that its timing would be closer to the two month lead of the service workers' unemployment data.

Two questions predicting the success with which study data can be related to BLS unemployment series derived from nationwide household surveys and those related to BLS establishment-based employment series are whether:

(1) BLS employment series and unemployment series, emanating from different data sources are tightly related

(2) The two types of series are coincident in timing

The application of regression techniques to reveal the relationship between the nation's unemployment rate and total employment produced a correlation coefficient of -0.9516 with coincident timing. Such a finding would indicate that no adjustment need be made for difference in timing between unemployment data and employment data when evaluating the relationship of each to the employment service and want ad study data.

Charlotte Boschan commented that the levels of help wanted advertising and employment service job openings bore little or no relation to levels of job vacancies. About the employment service specifically she noted, "A major difference between openings pending at employment offices and all vacancies is brought about by the fact that only a relatively small fraction of all vacancies, but a considerably larger fraction of all job seekers is represented at employment offices."[30] This study supports Ms. Boschan's findings. Changes in levels of study data were greatly exaggerated in relation to changes in national employment series.

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[30] Boschan, p. 508.

TABLE 8-2

PEAK-TO-TROUGH PERCENT DROP COMPARISONS
BETWEEN BLS AND STUDY DATA

Variable	BLS Data	Want Ad Data	ES Data
Comparison of study and BLS household data:			
White Collar	1.2%	64.8%	52.10%
Blue Collar	8.5	80.6	71.00
BLS unemployment rate:			
White Collar	46.3	64.8	52.10
Blue Collar	55.4	80.6	71.00
Comparison of study and BLS establishment-based data:			
All industries	3.1	66.7	64.10
Manufacturing	10.4	81.8	70.70
Trade	2.0	70.9	71.10
FIRE	1.7	55.8	32.17
Services	0.6	67.0	57.50
Government	(a)	75.8	59.60

[a] No perceptible change.

As Table 8-2 shows, the percentage changes occurring in the study data in response to the recession bear no relationship to recessionary changes in BLS data series either in magnitude or in proportion (1 percent change in BLS data equals X percentage change in study data). However, the phenomenal drops in study data series were predictive of those in the national labor force series in this respect: all changes in blue-collar data series, BLS and study, were respectively larger than those for white-collar workers within the same series. As with occupational data, recessionary drops in want ad volume by industry placed were generally greater than in the employment service data. The volume lost by industry in either intermediary did not necessarily follow that of the BLS series.

INTERMEDIARY DATA AND LOCAL LABOR MARKET ACTIVITY

At the metropolitan area level, little research has been performed either to test employment service operational data and locally placed help wanted advertising volume as indicators of area economic activity or to determine their comparative roles in the operation of specific markets. One of the few inquiries conducted was a 1965 Conference Board study[31] which tested the feasibility of using either type of data as a surrogate for local job vacancy data, collected at that time for relatively few metropolitan areas. Among the tests conducted as a part of this study was one determining whether unfilled employment service orders and help wanted ads in the Sunday paper in Rochester, New York, were similar in occupational composition to that of Rochester job vacancies. If similar, an occupational tally of jobs held by the mechanisms might have been worthwhile. In tallying the occupational composition of the help wanted advertising section of the Rochester Sunday papers, Myers and Creamer used a method which differs both from our study's approach, which counts each new job title within an ad, and from that of the Conference Board, which counts each ad only once, irrespective of number of titles within it. Myers and Creamer gave a tally mark for each first digit occupational group listed within an ad, regardless of the number of job titles listed for that first digit grouping. In tabulating employment service jobs, they used job openings as the unit of count in place of the job order, the basis of tabulation in our study. They found that both indices constructed were promising only as indicators of the direction of change in number of job vacancies. They were not indicative either of the volume of vacancies or of the degree of change in volume of vacancies. Both underrepresented professional work and overstated clerical and sales jobs. Consequently, they recommended the continuance of employer surveys as a means of developing job vacancy measures.

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[31] John G. Myers and Daniel Creamer, Measuring Job Vacancies: A Feasibility Study in the Rochester, New York Area, No. 97 of Studies in Business Economics (National Industrial Conference Board, 1965).

Job vacancy data, if available at all, were so incomplete in the early 1970s as to be of limited value for comparison purposes with want ad information. This was the finding of a 1976 Olympus Research Center study (began in 1973) of help wanted advertising which included a test of its capability for reflecting local market activity.[32] Volumes of want ads in Salt Lake City and San Francisco editions from 1968 through 1972 were compared with area unemployment rates, occupational claims data, employment data by industry, and average weekly hours by industry to ascertain whether want ad data reflect local market activity. The results of the test were mixed, with only a few strong relationships between want ad and labor force series revealed, and some of these exhibiting one timing pattern for Salt Lake City and another for San Francisco. These poor results can be partly attributed to the selection of a study period with too few cyclical turning points to permit a good test of the ads as a local cyclical indicator.

Vacancy statistics are no longer collected for any metropolitan area. While employment series with industrial detail are universally available, not one area studied is covered by a labor force series with broad occupational detail. Thus, while the present study has the advantage over the previous one of having data for twelve areas rather than two, and around a cyclical turning point, the only series readily available for all areas for comparison with want ad and employment service order volumes were employment by industry and unemployment rate.

These two series present compatability problems from area to area. As a result of SMSA and methodology changes, area unemployment rates for 1974 and 1975, available in time for this study, may differ in degree of adjustment to current methodology. Speed in producing and benchmarking establishment-based employment data seems also to differ by area; although not necessarily by design. Such problems across the areas studied may prevent these series being used together as a consistent set of local economic indicators.

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[32] John Walsh, Miriam Johnson, and Marged Sugarman, Help Wanted: Case Studies of Classified Ads (Salt Lake City: Olympus Publishing Corporation, 1976).

The same tests for tightness of fit and coincidence of timing between survey-tied series and establishment-based series were made at the SMSA level as had been performed at the national level. The results, as shown in Table 8-3, were widely disparate. Syracuse's and Atlanta's data vied with national series in tightness of fit and in timing pattern; the San Diego series were only loosely related to one another; while, in timing, the New Orleans series patterns were far removed from each other.

The question then becomes whether comparisons with series which perform poorly in relation to one another offers an opportunity for a fair test of help wanted ad data and employment service operational data's potential for reflecting local market activity. Such correlations probably ought to be limited to those areas with economic series giving all outward signs of themselves consistently monitoring market trends.

The correlations made for the twelve study areas reveal the wisdom of testing area statistics for goodness of fit before using the series to test surrogates. As Table 8-4 shows, the correlation coefficients for the tests of surrogates are generally lower in areas with poor "fits" of economic series than in those with good "fits." Those for tests of surrogates in the areas with the best "fit" of economic series are very high; those for areas with only a fair "fit" of economic series often show a better relation of study data to either series than between the series themselves. In the majority of cases, that public intermediary with the greatest share of public job orders also showed a stronger relationship with local economic data series.

Timing of the "best fit" relationship of study data with the labor market series tested varied considerably and with no apparent connection to the timing pattern of the best relationship between employment and unemployment rate series. Nor was there any consistency of timing pattern for each mechanism or for the particular series being used for the test.

TABLE 8-3

MEASURES OF THE STRENGTH OF THE RELATIONSHIP BETWEEN UNEMPLOYMENT RATE AND TOTAL EMPLOYMENT (ESTABLISHMENT-BASED), BY AREA

Area Name	Unemployment Rate against Ind.	Employment by Ind. against U.R.
Atlanta, GA	-.9739 (lead 1 period)	-.9645 (coincident)
New Orleans, LA	-.6204 (lead 6 periods)	-.4023 (lead 5 periods)
San Diego, CA	-.3626 (coincident)	-.3628 (coincident)
Dayton, OH	-.8066 (lead 1 period)	-.3628 (coincident)
Richmond, VA	-.8882 (lead 1 period)	
Syracuse, NY	-.9341 (coincident)	-.9341 (coincident)
Wichita, KS	-.8334 (lead 2 periods)	-.5096 (coincident)
Des Moines, IA	-.6118 (lead 1 period)	-.3031 (coincident)
Jackson, MS	-.7421 (lead 6 periods)	
Portland, ME	-.5552 (lead 3 periods)	-.3311 (lead 3 periods)
Santa Rosa, CA	-.7978 (coincident)	-.7978 (coincident)
Boise, ID	-.7731 (coincident)	-.7731 (coincident)

As with national data, cyclical changes in study data levels were greatly exaggerated in comparison to changes in levels of area employment. In most cases, changes in study data levels failed to keep pace with those of area unemployment rates. Thus, in no case, did changes in study data levels signal the size of the change in area employment or unemployment data.

On the other hand, the percentage change in want ad stock levels appeared visually to signal a proportionate change in levels of area employment. The application of regression analysis to this relationship revealed only a moderate tie between them -- a correlation coefficient of 0.571.

TABLE 8-4

COMPARISON OF AREA STUDY DATA RELATIONSHIPS TO LABOR FORCE SERIES AND ESTABLISHMENT BASED DATA[a]

Study Areas Listed by Strength of Labor Forces Series Fit	Correlation Coefficient for Unemployment Rate Against Total Employment	Correlation Coefficients for Study Data to Total Employment	
	(Established)	Want Ad	ES
Atlanta, GA	-.9739 (lead of 1 period)	.9297 (lead of 4 periods	.9449 (lead of 3 periods)
Syracuse, NY	-.9341 (coincident)	.9399 (lead of 2 periods)	.9546 (lead of 3 periods)
Richmond, VA	-.8882 (lead of 1 period)	.9109 (lead of 3 periods)	.8239 (lead of 2 periods)
Wichita, KS	-.8334 (lead of 2 periods)	.8624 (lead of 4 periods)	.9445 (lead of 3 periods)
Dayton, OH	-.8066 (lead of 1 period)	.8409 (lead of 2 periods)	.7616 (lead of 3 periods)
Santa Rosa, CA	-.7978 (coincident)	.8788 (lead of 2 periods)	.8844 (lead of 2 periods)
Boise, ID	-.7731 (coincident)	.8254 (lead of 2 periods)	.8526 (lead of 1 period)
Jackson, MS	-.7421 (lead of 6 periods)	.3501 (coincidental tim-	.5108 (lead of 6 periods)
New Orleans, LA	-.6204 (lead of 6 periods)	.5769 (lead of 3 periods)	.6055 (lead of 3 periods)
Des Moines, IA	-.6118 (lead of 1 period)	.6969 (lead of 3 periods)	.6055 (lead of 3 periods)
Portland, ME	-.5552 (lead of 3 periods)	.8133 (lead of 6 periods)	.7987 (lead of 5 periods)
San Diego, CA	-.3628 (coincident)	.7484 (lead of 3 periods)	.5579 (lead of 3 periods)

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[a] No employment data to correlate against study data beyond June 1975.

TABLE 8-4 (Cont.)

Study Areas Listed by Strength of Labor Forces Series Fit	Correlation Coefficients for Study Data to Unemployment Rate	
	Want Ad	ES
Atlanta, GA	.9196 (lead of 3 periods)	-.9423 (lead of 3 periods)
Syracuse, NY	-.8710 (lead of 2 periods)	-.9240 (lead of 2 periods)
Richmond, VA	-.8882 (lead of 3 periods)	-.7777 (lead of 2 periods)
Wichita, KS	-.8481 (lead of 3 periods)	-.8997 (lead of 2 periods)
Dayton, OH	-.9302 (lead of 3 periods)	-.9314 (lead of 2 periods)
Santa Rosa, CA	-.8040 (lead of 3 periods)	-.9222 (lead of 3 periods)
Boise, ID	-.7208 (lead of 2 periods)	-.6380 (lead of 2 periods)
Jackson, MS	-.6441 (lead of 1 period)	-.8169 (co incidental timing)
Des Moines, IA	-.6798 (lead of 1 period)	-.5918 (lead of 1 period)
Portland, ME	-.6928 (lead of 2 periods)	-.7848 (lead of 2 periods)
San Diego, CA	-.8722 (lead of 4 periods)	-.6766 (lead of 4 periods)

9

CONCLUSIONS AND IMPLICATIONS

The findings of this study lead to conclusions and implications about the nature of the market, the statistics describing it, and the present role of the employment service in the job market.

CONCLUSIONS

Conclusions about the nature of the market and its statistics will be presented first, followed by those about the employment service role.

Labor Market

The stock and flow studies present vastly different views of the public intermediaries. Consequently that ephemeral phantom, the secondary labor market, may be eluding measurement because our labor market statistics are nearly all stocks. Labor market stock statistics restrict us to a conservative view of the market. Turnover data, the primary flow statistic now available on a national basis, present a picture whose only dimension is volume -- with even that restricted to a limited number of areas. This series is limited to manufacturing and disaggregated by type of manufacturing activity. Therefore, it does not separate those occupations in which turnover is high from those in which turnover is low. Since high-turnover occupations are found in industries besides manufacturing, turnover related to the presence of a relatively large volume of such occupations in an area is difficult to segregate from turnover due to area growth or expansionary stimuli. A more comprehensive and detailed flow labor market data series would fill in this gap.

The two studies, together with the match analysis, give us a picture of a discrete sector of the market occupied by the public intermediaries: a sector with a relatively low volume of jobs used heavily by only 11 percent of employers and one dominated by real estate and insurance companies and firms in a limited number of retail trade and service activities. Its characteristics are strongly supportive of the earlier theoretical exposition.

The stock composition of jobs in the public market appears to be representative of the composition of the nations' employment, in broad terms. White-collar jobs exceed blue-collar jobs in number which, in turn, exceed service jobs in volume, with agricultural jobs bringing up the rear. Its stock appears representative because its harder-to-match vacancies emanate from all occupational groups, although for different reasons. The harder-to-match vacancies include demand occupations in which the call for qualified workers exceeds their supply, jobs of uncertain income, less desirable opportunities in high-volume occupations, and, most of all, jobs in high-turnover, low-pay, low-status occupations. Thus, all types of imbalance between supply and demand eventually emerge in the public market:

(1) The jobs offered by the employer with specifications that relatively few workers can meet

(2) The jobs offered in high-volume occupations which have the least desirable hours, the lowest wages, the least attractive working conditions or clientele

(3) The jobs, whether titled "sales," "management trainee," or "service representative," whose income potential is unknown

(4) Those opportunities offered by employers whose training costs are so low that turnover is not a critical issue

Employment service jobs, especially daily flow, encompass a wider range of occupations than the want ads. Despite its smaller job flow, the employment service is the only institution with a perspective of the character of both the jobs and the job seekers in the public market. Not only has it social responsibility for those who use it, it has a unique capability for communicating the nature of imbalances in supply and demand in the job market.

The Employment Service

The employment service plays a relatively small role in the public intermediary job market, sharing a large portion of its relatively small job holdings with the want ads. The employment service has about one-third the new job listings of the want ads. Nearly three times as many employers use the want ads as the employment service. Approximately one third of all employers listing with the employment service also listed with the want ads during the same time period. Such employers account for nearly 40 percent of new employment service orders. The data show such employers tend to turn to the employment service after placing an ad in the newspaper, indicating they may perceive the employment service as a last resort. The heavy users which the employment service and want ads have in common are largely bars and restaurants, hospitals and clinics, private households, business services, auto dealers and gas stations, personal services, hotels and motels, insurance companies and miscellaneous retailers. The approximately equal stock of jobs in want ads and the employment service is a function of the length of time that jobs are open in the latter.

The fact that employment service listings and want ads are more alike than they are different, coupled with the relatively low volume of employment service jobs, raises the question of the agency's role. The only job market clearly identifiable as belonging to the employment service alone is that consisting of high-turnover, lower skilled jobs which can be filled almost immediately upon receipt, i.e., before the employer's job can be broadcast in a want ad. Such jobs, which occupy most of the employment service staff's time each day, include low-pay, low-status jobs: waiter-waitress, domestic worker, cook, janitor, hotel maid, agricultural worker, construction laborer, warehouse worker, material handler, service station attendant, packager, and kitchen helper. The main advantage that the employment service may be offering to employers is the speed with which it can respond to their needs with available applicants. This may serve to shorten the duration of their vacancies.

There is much confusion about the employment service's proper role. The employment service may be failing to attain an adequate perspective of itself because of the nature of its automated management information system, which conceals the structure of its jobs in masses of information presented in restricted formats. Relevant perspectives, i.e., stock and flow, may be as important to self-knowledge as choice of data sets, i.e., placement, applicant, and job order categories.

IMPLICATIONS

The implications of the study are less certain than the conclusions, but equally important.

Labor Market

The implications of a perspective which includes both stock and flow are:

(1) This country's reliance on stock labor market statistics tends to conceal the size and characteristics of the secondary labor market. The development of more detailed statistics qualitatively describing flows of jobs and workers deserves consideration. Periodic comprehensive surveys of turnover rates by industry which include occupational detail might reveal the size and nature of this market.

(2) The public intermediary market is the domain in which some of the imbalances of local supply and demand ultimately emerge in its job and applicant stocks. A detailed qualitative analysis of these stocks -- jobs in the employment service and want ads, applicants in the employment service -- would provide policy makers with a deeper perspective on some of the imbalances in the local market and would suggest a more realistic corrective role for the employment service. Such

insights are currently obscured by aggregations and by occupational titles which fail to reveal critical differences and other factors accounting for the imbalances. A comparison of the specifications of job orders proving hard to fill to those of job orders for related occupations proving to be quickly matched is more likely to reveal the critical differences in jobs. On the applicant side, work history, skill levels, and applicant disabilities are likely to provide the key to differences between applicants proving difficult to match and those easily placed.

(3) Employment service stocks, on a broad basis, are roughly representative of the occupational composition of the nation's employment, despite the fact that they are the leftover opportunities from the universe of total job vacancies. The agency's ESARS system, which provides readily available data each month on the volume and occupational composition of the employment service job stock, offers a potential source for a reasonably inexpensive indicator of the direction and nature of change in area vacancies. Since there is no occupational series among area labor market statistics, such an indicator would represent an important addition to metropolitan labor statistics.

Employment Service Operations

The ESARS reporting system as presently constructed does not display the volume and characteristics of flows of applicants and jobs in a way that facilitates either their analysis or a comparison of these flows to the stock of applicants and jobs. The development of report formats reflecting these two perspectives would provide insight into those the agency helps the most and those it helps the least, be they employers or applicants.

The present dilemma over the employment service role is in part due to an inability to delineate its own activities in terms of the needs of job seekers, employers, or the labor market as a whole.

Artificial definitions of need such as "poverty status," and "disadvantagement" tend to obscure worker training needs, lack of worker identity with a career pattern, and other conditions more indicative of the corrective role for which the employment service is needed.

Though the critical difference between the exchange role of the two intermediaries is that the employment service provides a brokering service while want ads merely broadcast, this study offers no evidence confirming an employer perception of the agency in a broker role. Jobs usually associated with brokering are more evident in the want ads than they are in the employment service. Thus, there appears to be a profound conflict between the self-image of the employment service and the employer's perception of its role. The principal need of employers who turn to the public intermediary market is evidently to widen the broadcast and dip into a pool of assembled job seekers, rather than to seek the highest quality match. In this case, the employment service's most useful characteristic to employers may well be its access to applicants and its capability to respond quickly. Verification of this concept through further research might be of value in a determination of the employment service role.

If true, it suggests that the operational technology of the employment service should focus upon speed of response and upon ready access to applicant supply. At the time of this study, the employment service offices generally lacked this clear focus. Nevertheless, variations found in the twelve study areas in relation to employment service structure, proportion of low-pay, low-status occupations and size of population related to employment service market share are indicative of certain employers' response to speed of match. To present employment service users, the cost of waiting for a job match may be the cost giving them the greatest concern.

Still, we cannot say for certain what general employer response to an employment service that focused unequivocally upon perfecting and advancing a model of wide broadcast and rapid response might be. It is possible that such a service might well be attractive to employers not now using the employment service either because the employment service in their communities does not now provide this service or because they are not aware that it does.

It is also possible that the needs of job applicants may be different from those of employers, and the employment service must serve both. The employer wants to attract promptly those workers with a high probability of meeting his production needs at low risk and low cost. The worker without a job wants a reasonably satisfactory one without delay. The field of available workers is generally wider and better populated than that of available jobs. The employer's major need is the broadcast of job availability. It is the job seeker who more likely needs the brokering service to gain access to the job and convince the employer that he or she is capable of performing it. Perhaps the greatest contrast between the want ads and the employment service is that the former is obligated only to the employer who rents the newspaper space, while the latter must serve the needs of both sets of taxpayers.

Labor Exchange Theory

The theoretical concepts expressed here contain implications that go far beyond the scope of this study, both in need for objective verification or contradiction, and, on the other hand, in policy implications.

A theory is set forth in the hope that it will be addressed and further explored. Though it provides a framework for the current study, it is not our intent, nor do we believe it will be possible to use this study as a vehicle for proving or disproving its many facets. Nor do we consider it appropriate to conjecture upon its implications on the operations and policies of the employment service, though they would appear to be extensive. Through the framework developed from the study, the study report cannot address itself to issues beyond the limits inherent in the findings. However, the study provides evidence in regard to the nature and behavior of the public intermediary market, the employers who use it and the kind of jobs that dominate it. It does delineate the separate provinces of each of the intermediaries and provides some insight into the type of labor exchange role now being assigned to the employment service by the employer users.

APPENDIX A

FIGURE A.1

STOCK AND OCTOBER VOLUMES IN THE EMPLOYMENT SERVICE AND WANT ADS BY AREA

AREAS ARRANGED BY POPULATION SIZE

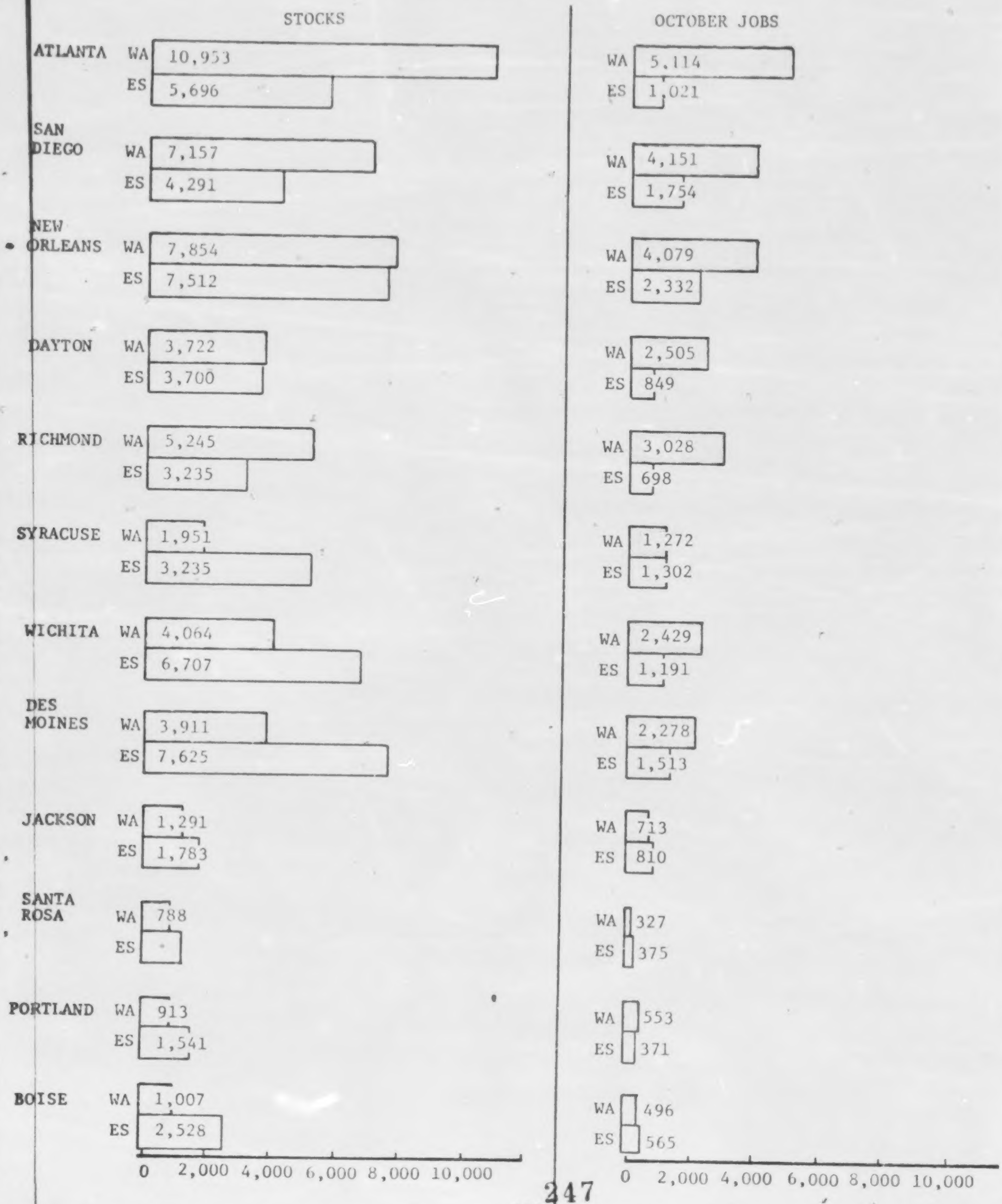


FIGURE A.2
STOCKS COMPARED TO SUBSEQUENT FLOW BY AREA ARRANGED BY POPULATION SIZE
VOLUME OF INITIAL ES AND WANT AD

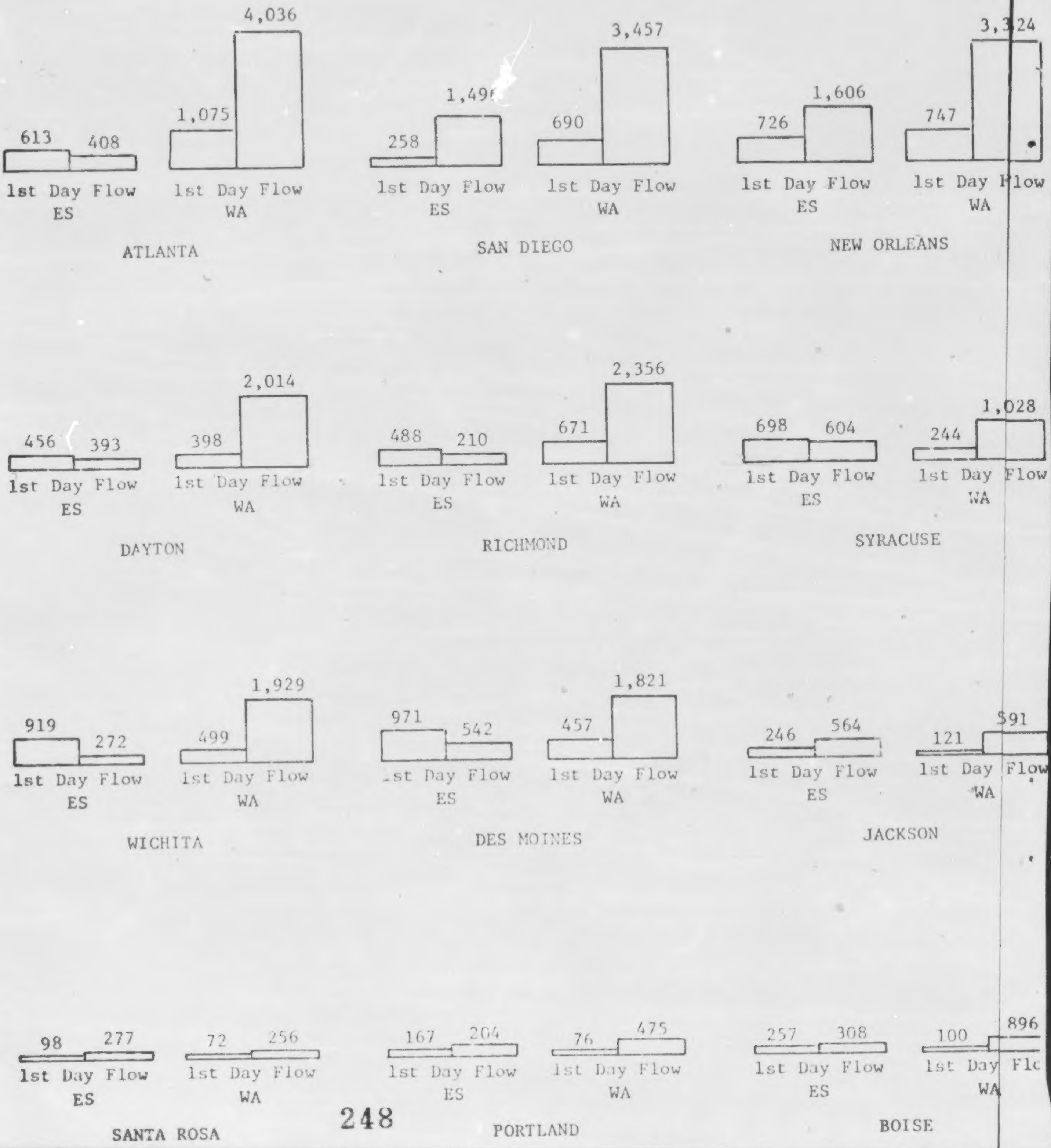


FIGURE A.3
ES AND WANT AD SHARES OF AREA PUBLIC INTERMEDIARY MARKETS
IN ORDER OF POPULATION SIZE

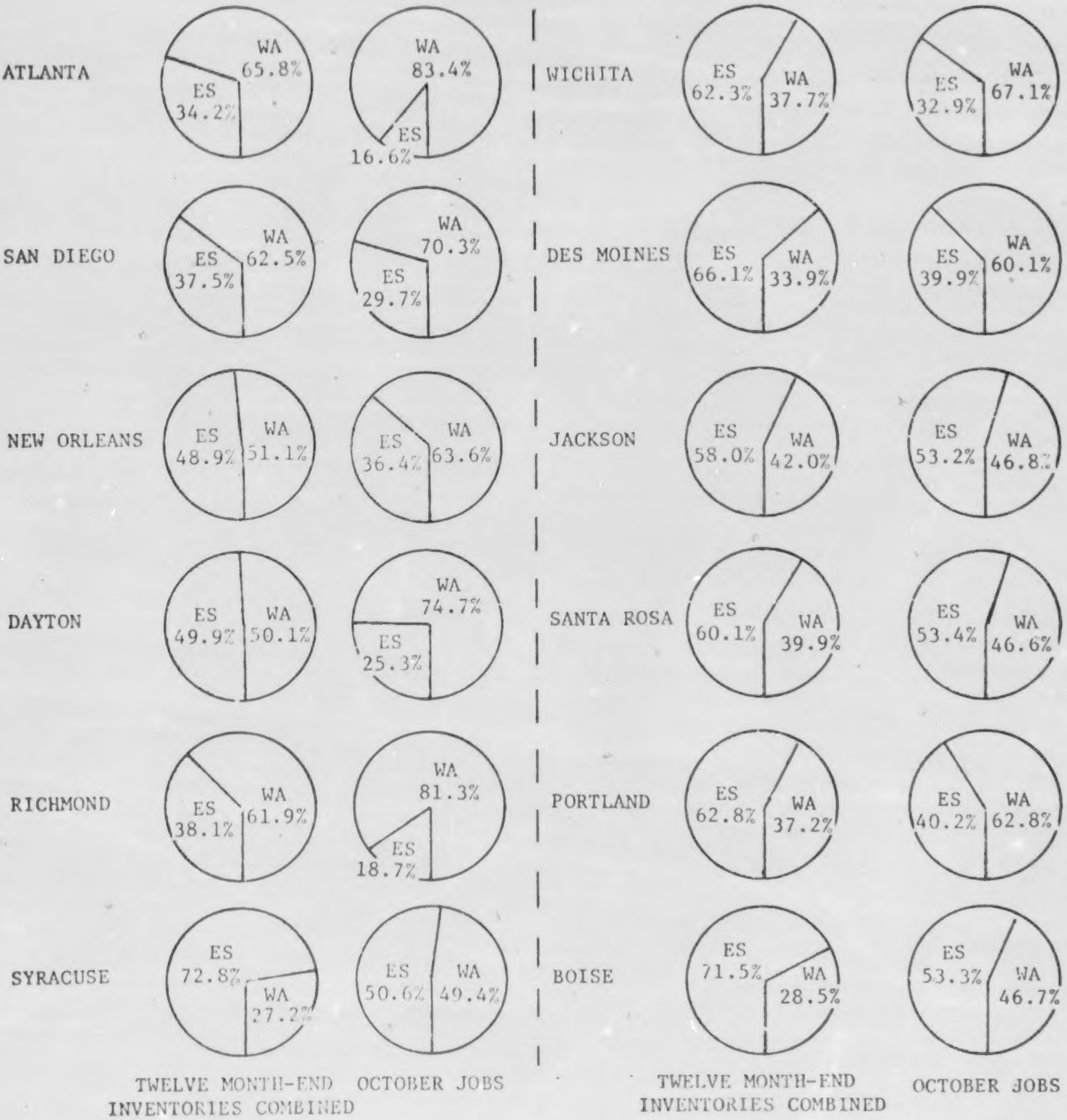


FIGURE A.4 MANDATORY LISTINGS SHARE OF STOCKS AND OCTOBER ES JOB FLOW BY AREA

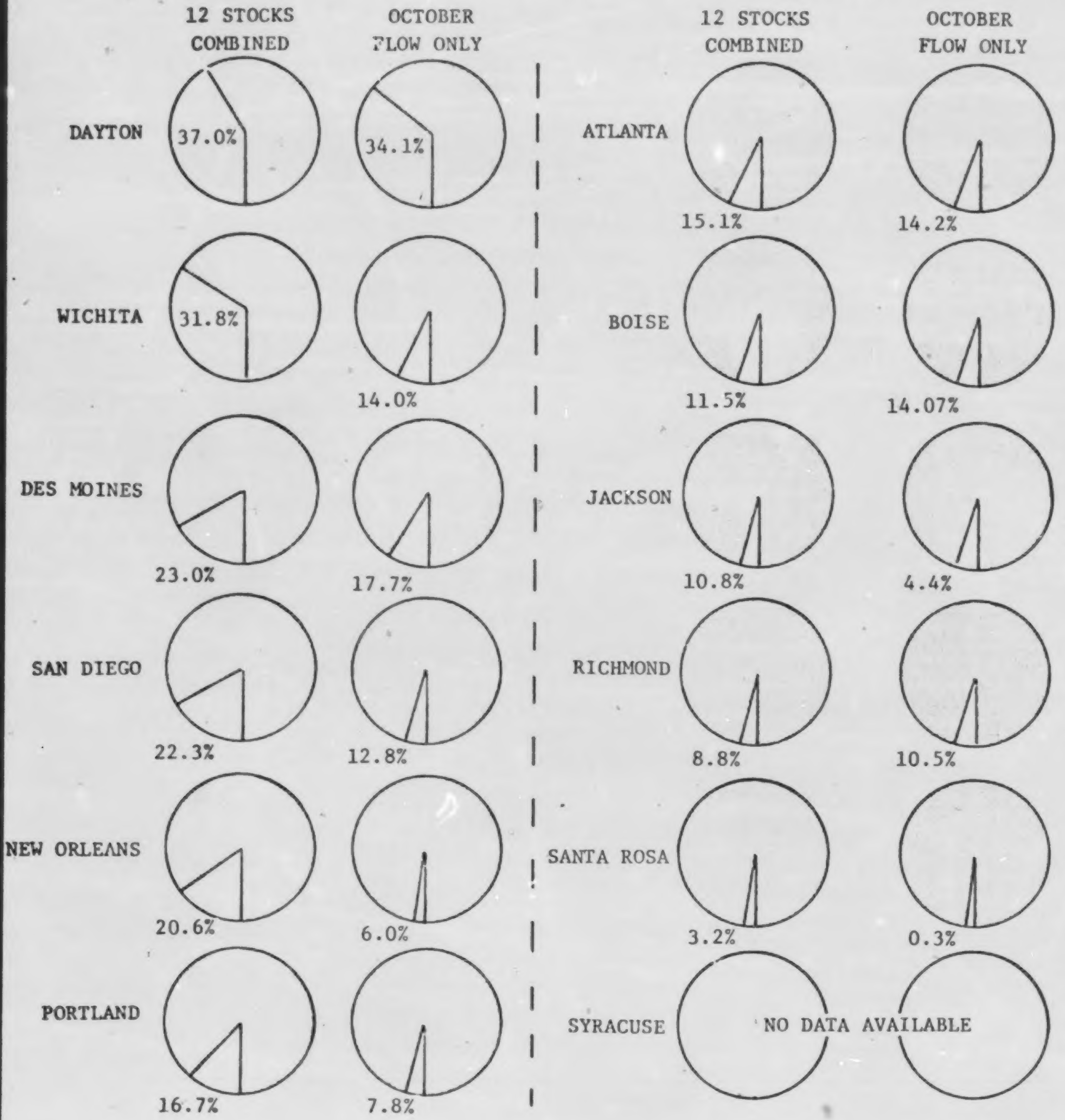
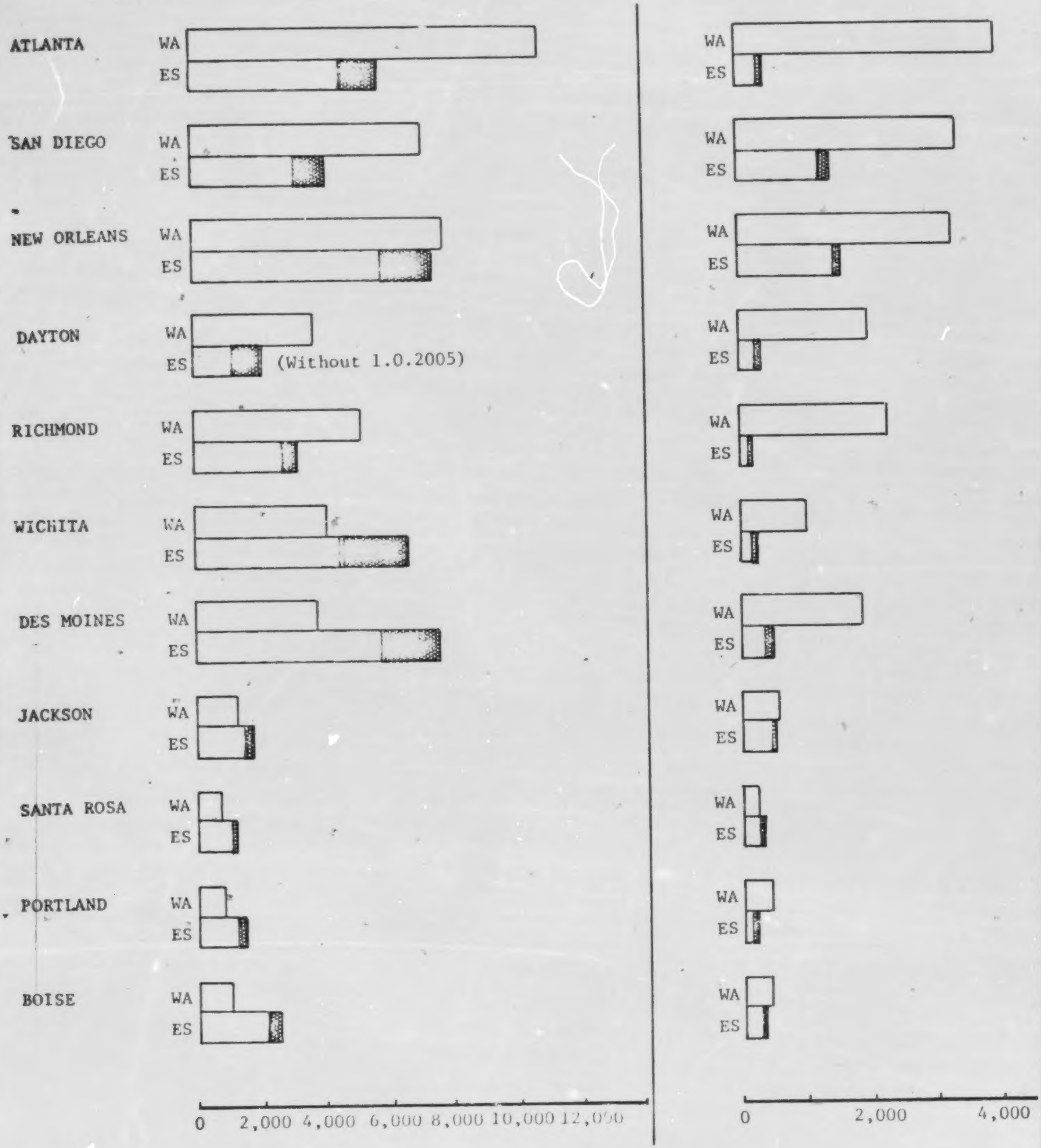


FIGURE A.5. EMPLOYMENT SERVICE MANDATORY AND NONMANDATORY JOBS IN COMPARISON WANT ADS - 11 AREAS ARRANGED BY SIZE OF POPULATION



COMMONALITY OF TWO PERCENT OR MORE OCCUPATIONAL CODES AMONG STUDY AREAS

Code and Title		Number of Areas Common to Stock 2%		Number of Areas Common to Flow 2%	
		Employment Service	Want Ads	Employment Service	Want Ads
311	Waitress	10	12	11	11
30X	Domestic	5	11	8	12
313	Cook	11	11	9	11
201	Secretary	9	11	--	11
288	Salesman (product unknown)	--	11	--	11
000	Occupation unknown	--	9	--	11
620	Auto mechanic	9	7	--	--
219	Accounting clerk	7	--	5	--
381	Janitor	7	--	8	--
250	Insurance sales	7	7	--	6
209	Clerk typist	4	--	10	--
075	Registered nurse	--	5	--	--
90X	Truck driver	5	--	8	--
20X	File clerk	--	--	--	5
223	Stock clerk	--	--	1	--
318	Kitchen helper	--	--	7	--
32X	Hotel maid	--	--	3	--
47X	Agricultural worker	--	--	3	--
86X	Construction laborer	--	--	6	--
915	Service station attendant	--	--	7	--
922	Warehouseman	--	--	6	--
92X	Packager	--	--	5	--

TABLE A-2

OCCUPATIONAL VOLUME OF STOCK JOBS IN EACH MECHANISM (BY JOB TITLE)

Occupational Classification		Employment Service[a]		Want Ads[a]
		Frequency Over all Periods	Average Percent Share	Frequency Over all Periods
	All Occupations	51,013	51.2	48,705
000	Occupation Unknown	0	0	1,380
0-1	Professional, Technical, and Management	8,675	49.3	8,922
20-24	Clerical	8,327	47.2	9,303
25-29	Sales	4,979	39.2	7,723
3	Service	10,772	8.8	111,270
4	Farming, Forestry	670	72.2	258
5	Processing	656	76.8	198
6	Machine Trades	5,384	65.1	2,889
7	Benchwork	2,065	69.9	889
8	Structural	5,699	64.4	3,145
9	Miscellaneous	3,786	58.1	2,728

[a] Averages by period averaged out over all periods.

TABLE A-3

COMPARATIVE INDUSTRIAL COMPOSITION OF WANT AD AND EMPLOYMENT SERVICE FLOWS

(Components Ranked by Percentage, Large to Small)

Atlanta, Georgia				San Diego, California				New Orleans, Louisiana			
Want Ad		Employment Ser.		Want Ad		Employment Ser.		Want Ad		Employment Ser.	
Other	29.3	Services	37.2	Services	36.6	Services	43.8	Other	32.9	Trade	35.6
Services	29.1	Trade	25.2	Other	26.7	Trade	29.9	Services	27.0	Services	28.3
Trade	19.6	TCU	10.7	Trade	17.0	Mfg.	14.6	Trade	24.6	Gov't	10.7
Mfg.	8.8	Mfg.	10.0	Mfg.	10.3	Gov't	3.4	Mfg.	5.6	Mfg.	9.8
FIRE	8.5	FIRE	9.3	FIRE	6.1	Const.	3.0	FIRE	4.3	Const.	7.2
Gov't	1.6	Const.	3.4	TCU	1.0	FIRE	2.3	Const.	1.8	FIRE	4.0
TCU	1.4	Other	1.7	Const.	0.8	Other	2.1	TCU	1.5	TCU	2.8
Const.	0.9	Gov't	1.4	Other	0.7	TCU	0.4	Gov't	1.5	Mining	1.0
		Mining	0.7			Mining	0.1	Mining	0.2	Other	0.1
T & S	48.7	T & S	62.4	T & S	53.6	T & S	73.7	T & S	51.6	T & S	63.9

Dayton, Ohio				Syracuse, New York				Richmond, Virginia			
Want Ad		Employment Ser.		Want Ad		Employment Ser.		Want Ad		Employment Ser.	
Other	27.6	Mfg.	35.6	Other	25.4	Services	28.6	Other	27.7	Trade	29.9
Services	27.4	Trade	25.3	Trade	23.2	Trade	27.5	Trade	22.9	Services	23.8
Trade	25.2	Services	21.8	Mfg.	22.1	Mfg.	22.0	Services	22.3	Mfg.	11.9
Mfg	9.9	Const.	6.6	Services	21.6	FIRE	8.1	FIRE	10.1	Const.	10.0
FIRE	6.7	FIRE	3.8	FIRE	4.6	Const.	5.2	Mfg.	8.7	TCU	10.0
TCU	1.1	Gov't	2.5	Const.	2.0	Gov't	4.8	Gov't	3.9	Gov't	9.5
Gov't	0.9	TCU	2.2	TCU	1.0	TCU	3.3	Const.	3.0	FIRE	3.8
Const.	0.7	Other	1.7	Gov't	1.0	Other	0.1	TCU	0.9	Other	0.9
T & S	52.6	T & S	47.1	T & S	44.8	T & S	56.1	T & S	45.2	T & S	53.7

TABLE A-3
(Continued)

Wichita, Kansas				Des Moines, Iowa				Jackson, Mississippi			
Want Ad		Employment Ser.		Want Ad		Employment Ser.		Want Ad		Employment Ser.	
Other	23.9	Services	37.1	Trade	31.1	Trade	32.8	Other	29.2	Services	28.9
Trade	23.2	Trade	30.8	Services	27.3	Services	24.5	Trade	24.3	Trade	23.5
Mfg.	22.1	Mfg.	15.0	Other	21.6	Mfg.	12.9	Services	24.0	Mfg.	19.5
Services	21.6	Const.	6.6	FIRE	10.4	FIRE	9.7	FIRE	11.3	Const.	8.8
FIRE	4.6	FIRE	4.4	Mfg.	5.3	Const.	6.8	Mfg.	5.2	FIRE	7.6
Const.	2.0	Gov't	3.6	TCU	1.5	TCU	5.5	Gov't	2.7	Gov't	7.4
TCU	1.0	TCU	1.1	Const.	1.3	Gov't	5.1	Const.	2.0	TCU	3.1
Gov't	1.0	Other	0.7	Gov't	1.0	Other	1.5	TCU	0.8	Mining	0.4
		Mining	0.3			Mining	0.7	Mining	0.1	Other	0.4
T & S	44.8	T & S	67.9	T & S	58.4	T & S	57.3	T & S	48.3	T & S	52.4

Santa Rosa, California				Portland, Maine				Boise, Idaho			
Want Ad		Employment Ser.		Want Ad		Employment Ser.		Want Ad		Employment Ser.	
Services	40.7	Services	43.6	Services	31.1	Trade	28.8	Other	32.7	Trade	28.8
Other	25.4	Trade	20.5	Trade	26.8	Services	18.1	Trade	28.2	Services	24.3
Trade	19.5	Other	16.1	Other	26.0	Mfg.	17.1	Services	23.9	Mfg.	15.9
FIRE	5.4	Mfg.	11.9	Mfg.	6.1	Const.	12.2	FIRE	8.3	FIRE	11.3
Mfg.	3.9	FIRE	3.2	FIRE	4.4	FIRE	9.3	Mfg.	2.5	Const.	10.7
Gov't	3.9	Const.	2.8	Gov't	2.9	Gov't	7.3	Gov't	1.5	Gov't	5.5
TCU	0.7	Gov't	1.4	TCU	1.2	Other	4.4	TCU	1.5	TCU	1.9
				Const.	1.0	TCU	2.4	Const.	1.0	Other	1.2
T & S	60.2	T & S	64.1	T & S	57.9	T & S	46.9	T & S	52.1	T & S	53.1

TABLE A-4

COMPARISON OF WANT AD LISTINGS IN MATCH STUDY TO FLOW STUDY
(By Area)

Area	Flow Study	Match Study	Match as Percent of Flow	Unidentified Ads Omitted From Match
Atlanta	5,114	3,942	77.1	1,172
Boise	496	317	63.9	179
Dayton	2,505	1,507	60.2	998
Des Moines	2,278	1,604	70.4	674
New Orleans	4,079	2,651	65.0	1,428
Portland	553	351	63.5	202
Richmond	3,028	2,114	69.8	914
Syracuse	1,272	910	71.5	362
Wichita	2,429	1,418	58.4	1,011
Totals	21,754	14,814	68.1	6,940

TABLE A-5

MATCH STUDY EMPLOYERS

Corrected for Missing 31.9% of Want Ad Data

	Employers	Percent	Listings	Percent
All Matchers	13,679	100.0	26,042	100.0
Want Ad Exclusive	10,589	77.4	18,125	69.6
Employment Service Exclusive	2,084	15.2	2,604	10.0
Common	1,006	7.4	5,313	20.4
All Employment Service	3,090	100.0	4.288	100.0
Employment Service Exclusive	2,084	67.4	2,604	60.7
Common	1,006	32.6	1,684	39.3
All Want Ads	11,595	100.0	21,754	100.0
Want Ad Exclusive	10,589	91.3	18,125	83.3
Common	1,006	8.7	3,629	16.7

TABLE A-6

COMMON EMPLOYERS AS PERCENT OF EMPLOYERS USING EMPLOYMENT SERVICE AND WANT ADS

Area	All ES Employers	All WA Employers	Common Employers	Common Ers as Percent of Ers Placing	
				All ES	All Want Ads
Atlanta	319	2,310	68	21.3	2.7
Boise	249	213	48	19.3	22.5
Dayton	108	931	30	27.8	3.0
Des Moines	395	756	121	30.6	16.0
New Orleans	1,054	1,278	174	16.5	13.6
Portland	157	234	25	15.9	10.7
Richmond	172	1,022	50	29.1	4.4
Syracuse	409	528	90	22.1	17.1
Wichita	227	624	79	34.8	12.6
Total	3,090	7,896	685	22.2	8.7

TABLE A-7

EMPLOYMENT SERVICE PENETRATION[a]
PERCENT OF AREA EMPLOYERS USING PUBLIC INTERMEDIARIES

(Arranged by Population Size)

Areas	Number of Employment Service User Firms (1)	Percent of Area Employing Units Using Employment Service 1 ÷ 5 (2)	Number of Public Intermediaries User Firms (3)	Percent of Area Employers Using Public Intermediaries 3 ÷ 5 (4)	Total Area Employing Units (5)	Employment Service Percent of Public Intermediaries (6)
Atlanta	319	0.9%	2,561	7.4%	34,605	12.2%
New Orleans	1,054	5.6	2,158	11.4	18,979	49.2
Dayton[b]	108	0.8	1,009	7.9	12,818	10.1
Richmond	172	1.8	1,144	11.8	9,695	15.3
Syracuse	409	3.7	847	7.7	11,010	48.1
Wichita	227	3.1	772	10.5	7,333	29.5
Des Moines	395	5.7	1,030	14.9	6,895	38.2
Portland	157	3.5	366	8.2	4,453	42.7
Boise	249	5.2	414	8.6	4,827	60.5
Overall Average		3.4		9.8		34.0

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[a] "Penetration" means that a firm has at least one listing in the Employment Service, Want Ad or both.

[b] Data missing from 2005

TABLE A-8

COMPARISON OF FLOW TO STOCK INDUSTRIAL DISTRIBUTION IN EMPLOYMENT SERVICE AND WANT ADS

Industry	All Match Employers	All Want Ad Employers in Match	Want Ad Flow Study	All ES Employers in Match	ES Flow Study	Common Employers
Totals	10,300= 100%	7,896= 100%	26,947= 100%	3,090= 100%	12,781= 100%	685= 100%
Agriculture	0.7	0.6	0.4	1.0	1.6	0.1
Mining	0.2	0.1	0	0.5	0.4	0
Construction	3.7	2.2	1.5	7.7	6.1	4.2
Manufacturing	8.2	7.1	9.6	12.5	15.3	14.5
Transportation	1.9	1.3	1.3	3.6	3.0	2.5
Wh. Trate	4.2	2.9	2.0	7.9	6.1	6.4
Ret. Trade	16.7	14.0	20.9	25.7	23.6	26.1
F.I.R.E.	8.3	9.1	7.1	6.3	5.5	7.7
Services	29.0	28.9	27.6	30.3	31.9	33.9
Pub. Admin.	1.8	1.0	1.6	4.1	5.8	2.9
Unknown	25.2	32.9	27.1	.4	0	2.2

NOTE: Percents may not add to total due to rounding.

TABLE A-9

MATCH STUDY - SELECTED 2 DIGIT HEAVY VOLUME INDUSTRIES - COMPARISON OF EMPLOYMENT SERVICE, WANT ADS, AND COMMON EMPLOYERS

Industry	Employers Total Volume	ES Exclusive		WA Exclusive		Common Employers		
		Vol.	Percent	Vol.	Percent	Vol.	Percent of All ES	Percent of All WA
17 Trade Contractors	151	98	64.9%	41	27.2%	12	10.9%	22.6%
50 Wh. Trade	368	201	54.6	134	36.4	33	14.1	19.8
55 Auto Dealers and Serv. Stat. Atts.	312	108	34.6	182	58.3	22	16.9	10.8
58 Eating and Drinking Est.	633	247	39.0	317	50.0	69	21.8	17.9
59 Misc. Retail	201	68	33.8	124	61.7	9	11.7	6.8
63 Insurance	260	42	16.2	197	75.8	21	33.3	9.6
65 Real Estate	361	44	12.2	307	85.0	10	18.5	3.2
70 Hote, Rooming Houses	166	56	33.7	68	41.0	42	42.9	38.2
72 Personal Serv.	310	45	14.5	252	81.3	13	22.4	4.9
73 Business Serv.	419	88	21.0	303	72.3	28	24.1	31.8
80 Health Serv.	395	49	12.4	310	78.5	36	42.4	10.4
82 Education Serv.	142	40	28.2	89	62.7	13	24.5	12.7
88 Private Households	954	239	25.1	692	72.5	23	8.8	.3

NOTE: Percents may not add to total due to rounding.

TABLE A-10

NUMBER OF AREA EMPLOYING UNITS IN THREE MAJOR INDUSTRIES

	Manufacturing	Trade	Services
Atlanta	2,141	12,260	9,511
New Orleans	864	6,860	5,480
Dayton	1,105	4,642	3,807
Richmond	582	3,296	2,812
Syracuse	677	4,387	3,226
Wichita	502	2,593	2,288
Des Moines	413	2,350	2,132
Portland	244	1,577	1,288
Boise	215	1,182	1,084
TOTALS	6,743	39,147	31,628

TABLE A-11

DEGREE OF PENETRATION* BY INDUSTRY OF AREA EMPLOYERS BY THE EMPLOYMENT SERVICE AND THE PUBLIC INTERMEDIARIES JOINTLY

	Industry Groupings					
	Manufacturing		Trade (WH & R)		Services	
Area	ES Users as % of Total	Public Int. Users as % of Total	ES Users as % of Total	Public Int. Users as % of Total	ES Users as % of Total	Public Int. Users of % of Total
Atlanta	1.7%	9.6%	0.7%	3.2%	1.3%	8.2%
New Orleans	11.2	17.0	5.7	8.1	6.3	11.6
Dayton**	2.4	7.7	0.7	3.9	0.7	8.3
Richmond	3.6	17.4	1.7	6.8	1.7	9.6
Syracuse	10.8	15.2	3.0	4.5	3.6	7.1
Wichita	4.2	9.8	2.7	5.9	4.1	11.8
Des Moines	11.4	17.2	6.0	7.4	3.6	11.7
Portland	11.9	18.4	3.0	5.3	2.3	8.1
Boise	15.8	18.6	6.1	7.9	6.9	11.9
Overall Ave.	10.2	14.5	3.3-5.56	5.9	4.2	9.8
	All Mfg. ES Users - Total Mfg.	Total Mfg. Users - Total Mfg.	All Trade ES Users - Total Trade	All Trade ES Users - Total Trade	All ES Service Users - Total Service	Total Serv. Users - Total Serv.

*At least one listing in ES, WA, or both.

**Data missing for L.O. 2005.

NOTE: Percents may not add to total due to rounding.

TABLE A-12

COMPARISON OF LISTINGS FROM COMMON EMPLOYERS TO LISTINGS IN FLOW STUDY - BY OCCUPATIONAL GROUPS

	WA Listings in Flow Study	WA Listings From Common Ers in Match Study	Common ER Listings As Percent of Flow	ES Listings in Flow Study	ES Listings from Common Ers in Match Study	Common ER Listings as Percent of Flow
Professional, Tech, Mgr.	3,300	524	15.9%	385	121	31.4%
Clerical	4,009	448	11.1	1,025	325	31.7
Sales	3,265	170	5.2	319	77	24.1
Service	5,226	600	11.5	1,227	307	25.0
Farm	159	9	5.7	55	7	12.7
Processing	133	23	17.3	66	15	22.7
Machine Occ.	1,249	216	17.3	259	55	21.2
Bench	376	57	15.2	119	21	17.6
Structural	1,754	278	15.8	496	124	25.0
Miscellaneous	1,570	146	9.3	593	95	16.0
Unknown	713	0	0	0	0	0
TOTALS	21,754	2,471	11.4	4,544	1,147	25.2

NOTE: Percents may not add to total due to rounding.

APPENDIX B

TABLE B-1

OCCUPATIONAL DISTRIBUTION OF EMPLOYMENT SERVICE AND WANT AD JOB ORDERS

Overall	Stock				Flow			
	ES		WA		ES		WA	
Occupational Code	Number	Percent	Number	Percent	Number	Percent	Number	Percent
000 Unknown	0	0	1380	2.8	0	0	715	3.3
*** Occ. Unknown	0	0	1380	2.8	0	0	715	3.3
002 Aeronautical	163	.3	18	0	1	0	3	0
003 Electrical	729	1.4	487	.9	25	.3	189	.8
007 Mechanical	711	1.3	335	.6	31	.4	108	.4
012 Industrial	567	1.1	307	.6	32	.4	107	.4
01X Eng & Arch, NEC	847	1.6	389	.7	39	.5	158	.7
Arch & Engr	3017	5.9	1536	3.1	128	1.8	565	2.6
020 Mathematics (DP)	430	.8	345	.7	28	.4	121	.5
02X Math, NEC	195	.3	75	.1	25	.3	34	.1
Math & Phys Sci	625	1.2	420	.8	53	.7	155	.7
04X	195	.3	74	.1	20	.2	33	.1
Life Science	195	.3	74	.1	20	.2	33	.1
05X	67	.1	5	0	4	0	6	0
Social Science	67	.1	5	0	4	0	6	0
075 Nurse, RN	277	.5	1034	2.1	18	.2	321	1.4
078 Dental and Med Tech	167	.3	381	.7	12	.1	129	.5
079 Dental Assts	421	.8	958	1.9	29	.4	264	1.2
07X Medicine and Health	72	.1	201	.4	5	0	54	.2
Medicine & Health	937	1.8	2574	5.2	64	.9	768	3.5

TABLE B-1 (Cont.)

Overall	Stock				Flow			
	ES		WA		ES		WA	
Occupational Code	Number	Percent	Number	Percent	Number	Percent	Number	Percent
09X	693	1.3	426	.8	27	.3	149	.6
Education	693	1.3	426	.8	27	.3	149	.6
10X	70	.1	38	0	4	0	8	0
Music, Lib, & Arch	70	.1	38	0	4	0	8	0
11X	30	0	30	0	3	0	11	0
Law	30	0	30	0	3	0	11	0
12X	3	0	1	0	0	0	0	0
Religion	3	0	1	0	0	0	0	0
13X	64	.1	69	.1	5	0	25	.1
Writing	64	.1	69	.1	5	0	25	.1
14X	106	.2	149	.3	8	.1	71	.3
Art	106	.2	149	.3	8	.1	71	.3
15X	93	.1	309	.6	5	0	150	.6
Enter & Rec	93	.1	309	.6	5	0	150	.6
160 Acct & Audit	383	.7	453	.9	38	.5	161	.7
162 Purchasing	101	.1	109	.2	4	0	35	.1
163 Sales Mgmt.	115	.2	159	.3	4	0	38	.1
164 Advertising Mgmt.	4	0	22	0	2	0	8	0
16X Administrators NEC	508	.9	625	1.2	46	.6	234	1.0
Adm Specialization	1111	2.1	1368	2.8	94	1.3	476	2.1

TABLE B-1 (Cont.)

Overall	Stock				Flow			
	ES		WA		ES		WA	
Occupational Code	Number	Percent	Number	Percent	Number	Percent	Number	Percent
185 Wholesale & Retail Mgrs.	142	.2	373	.7	11	.1	181	.8
187 Service Mgrs.	282	.5	449	.9	22	.3	199	.9
189 Manager Trainee	576	1.1	445	.9	47	.6	243	1.1
18X Managers, NBC	327	.6	406	.8	20	.2	141	.6
Mgrs, Offical Occ	1327	2.6	1673	3.4	100	1.4	764	3.5
19X	337	.6	250	.5	26	.3	87	.4
Misc Mgr, Tech, Adm	337	.6	250	.5	26	.3	87	.4
***Prof, Tech, Mgr	8675	17.0	8922	18.3	541	7.8	3268	15.0
201 Secretary	1357	2.6	2151	4.4	133	1.9	766	3.5
202 Steno	331	.6	131	.2	25	.3	45	.2
203 Typist	299	.5	616	1.2	34	.4	194	.8
208 Office Machine	152	.2	131	.2	18	.2	40	.1
209 Clerk-Typist	1205	2.3	316	.6	293	4.2	125	.5
20X NEC	185	.3	900	1.8	51	.7	512	2.3
Steno, Typing, File	3529	6.9	4245	8.7	554	8.0	1682	7.7
210 Bookkeepers	519	1.0	619	1.2	91	1.3	235	1.0
211 Cashier	278	.5	533	1.0	67	.9	253	1.1
213 Comp & Keypunch	639	1.2	746	1.5	66	.9	273	1.2
215 Bookkeeping Machine Op.	87	.1	64	.1	16	.2	31	.1
216 Calculating Machine	55	.1	35	0	8	.1	26	.1
219 Acct Clerks	1340	2.6	720	1.4	239	3.4	269	1.2
21X Computing NEC	191	.3	146	.2	30	.4	60	.2
Computing & Acct	3109	6.0	2863	5.8	517	7.5	1147	5.2

TABLE B-1 (Cont.)

Overall	Stock				Flow			
	ES		WA		ES		WA	
Occupational Code	Number	Percent	Number	Percent	Number	Percent	Number	Percent
222 Shipping & Receiving	151	.2	160	.3	37	.5	72	.3
223 Inventory	329	.6	391	.8	146	2.1	175	.8
22X Production Records NEC	51	.1	16	0	8	.1	13	0
Material & Record	531	1.0	567	1.1	191	2.7	260	1.2
230 Messenger	60	.1	42	0	10	.1	31	.1
231 Mail Clerk	59	.1	42	0	15	.2	33	.1
234 Mail Handling Machine	17	0	9	0	1	0	3	0
235 PBX & Tel. Oper.	127	.2	180	.3	18	.2	97	.4
237 Receptionist	221	.4	516	1.0	48	.6	255	1.1
23X NEC	21	0	10	0	7	.1	4	0
Info & Msg Dist	505	.9	799	1.6	99	1.4	423	1.9
240 Bill Collector	198	.3	295	.6	17	.2	97	.4
242 Hotel Desk Clerk	128	.2	166	.3	12	.1	72	.3
249 Claims Examiner	286	.5	271	.5	35	.5	102	.4
24X Misc. Cler. Occ. NEC	41	0	97	.1	6	0	64	.2
Misc Clerical	653	1.2	829	1.7	70	1.0	335	1.5
***Clerical	8327	16.3	9303	19.1	1431	20.8	3847	17.7
250 Real Estate & Ins.	1220	2.3	1223	2.5	32	.4	435	2.0
25X Other Services	313	.6	836	1.7	16	.2	332	1.5
Sales, Service	1533	3.0	2059	4.2	48	.6	767	3.5
263 Yard Good, Clothing	422	.8	343	.7	85	1.2	189	.8
26X Beverages, Chemicals	179	.3	382	.7	9	.1	153	.7
Sales, Perishable	601	1.1	725	1.4	94	1.3	342	1.5

TABLE B-1 (Cont.)

Overall	Stock				Flow			
	ES		WA		ES		WA	
Occupational Code	Number	Percent	Number	Percent	Number	Percent	Number	Percent
274 Home Furnishings	162	.3	308	.6	14	.2	129	.5
27X Construction equip, hotel equip.	194	.3	333	.6	11	.1	119	.5
Sales, Heavy Equip	356	.6	641	1.3	25	.3	248	1.1
280 Auto, boats	108	.2	536	1.1	12	.1	228	1.0
281 Vending mach, office mach	141	.2	109	.2	7	.1	42	.1
288 Product unknown	0	0	1507	3.0	0	0	657	3.0
289 House-to-house	881	1.7	221	.4	75	1.0	83	.3
28X Variety products	119	.2	283	.5	13	.1	139	.6
Sales, Spec Equip	1249	2.4	2656	5.4	107	1.5	1149	5.3
290 Sales clerks	248	.4	330	.6	54	.7	151	.6
292 Route salesman	152	.2	292	.5	16	.2	109	.5
293 Telephone Solicitors	508	.9	636	1.3	54	.7	339	1.5
29X Grocery checkers and NGC	332	.6	384	.7	61	.8	198	.9
Misc Sales	1240	2.4	1642	3.3	185	2.6	797	3.6
*** Sales	4979	9.7	7723	15.8	459	6.6	3303	15.2
30X	1414	2.7	2224	4.5	528	7.6	1223	5.6
Domestic Service	1414	2.7	2224	4.5	528	7.6	1223	5.6
311 Waiter, waitress	1978	3.8	2428	4.9	261	3.8	1072	4.9
313 Cook	1659	3.2	1264	2.5	220	3.2	544	2.5
316 Meatcutter	98	.1	76	.1	11	.1	40	.1
318 Kitchen helper	657	1.2	488	1.0	228	3.3	277	1.2
31X Food & Beverage NGC	676	1.3	770	1.5	126	1.8	360	1.6
Food/Bev Prer/Serv	5068	9.9	5026	10.3	846	12.3	2293	10.5

TABLE B-1 (Cont.)

Overall	Stock				Flow			
	ES		WA		ES		WA	
Occupational Code	Number	Percent	Number	Percent	Number	Percent	Number	Percent
320 Apt House Mgrs	66	.1	492	1.0	6	0	236	1.0
32X Hotel Maid, Bellboy	619	1.2	345	.7	138	2.0	175	.8
Lodging & Rel Occ	685	1.3	837	1.7	144	2.0	411	1.8
332 Cosmetologist	163	.3	644	1.3	19	.2	264	1.2
33X Bodycare	31	0	368	.7	4	0	120	.5
Barbering & Cosm	194	.3	1012	2.0	23	.3	384	1.7
34X	48	0	38	0	6	0	17	0
Amus & Rec Serv	48	0	38	0	6	0	17	0
355 Nurse Aid, Orderly	384	.7	367	.7	62	.9	172	.7
35X Misc. Pers. Serv.	174	.3	184	.3	40	.5	114	.5
Misc Personal Serv	558	1.0	551	1.1	102	1.4	286	1.3
36X Laundry & Dry Cleaning	670	1.3	287	.5	72	1.0	170	.7
Apparel & Furnis	670	1.3	287	.5	72	1.0	170	.7
372 Guard	534	1.0	586	1.2	40	.5	222	1.0
37X Firemen, Police	127	.2	72	.1	10	.1	53	.2
Protective Serv	661	1.2	658	1.3	50	.7	275	1.2
381 Porter, janitor	1271	2.4	576	1.1	252	3.6	401	1.8
382	148	.2	0	0	27	.3	0	0
38X Other cleaning	55	.1	61	.1	10	.1	34	.1
Bldg & Rel Serv	1474	2.8	637	1.3	289	4.2	435	2.0
*** Service	10772	21.1	11270	23.1	2060	30.0	5494	25.3

TABLE B-1 (Cont.)

Overall	Stock				Flow			
	ES		WA		ES		WA	
Occupational Code	Number	Percent	Number	Percent	Number	Percent	Number	Percent
47X	670	1.3	258	.5	147	2.1	171	.7
Farm, Fish, Fores	670	1.3	258	.5	147	2.1	171	.7
*** Farm, For	670	1.3	258	.5	147	2.1	171	.7
52X Food and Tobacco Proc.	258	.5	95	.1	45	.6	48	.2
599 All processing	398	.7	107	.2	57	.8	65	.3
Processing	656	1.2	212	.4	102	1.4	113	.5
*** Processing	656	1.2	212	.4	102	1.4	113	.5
600 Machinists	604	1.1	377	.7	43	.6	205	.9
601 Tool and Die	305	.5	166	.3	7	.1	102	.4
60X NECI	871	1.7	353	.7	52	.7	132	.6
Metal Maching	1780	3.4	896	1.8	102	1.4	439	2.0
61X	365	.7	100	.2	25	.3	50	.2
Metal Working	365	.7	100	.2	25	.3	50	.2
620 Auto & Truck Mech.	1501	2.9	1036	2.1	121	1.7	403	1.8
62X	427	.8	171	.3	40	.5	44	.2
Mechanics	1928	3.7	1207	2.4	161	2.3	447	2.0
63X	700	1.3	323	.6	45	.6	127	.5
Repairman	700	1.3	323	.6	45	.6	127	.5
65X	159	.3	171	.3	22	.3	85	.3
Printing	159	.3	171	.3	22	.3	85	.3

TABLE B-1 (Cont.)

Overall	Stock				Flow			
	ES		WA		ES		WA	
Occupational Code	Number	Percent	Number	Percent	Number	Percent	Number	Percent
699	452	.8	195	.3	28	.4	102	.4
Other Machine	452	.8	195	.3	28	.4	102	.4
*** Machine Trades	5384	10.5	2891	5.9	383	5.5	1250	5.7
70X Fabricating, Assembling, Repairing	227	.4	41	0	38	.5	26	.1
Metal Products	227	.4	41	0	38	.5	26	.1
71X Fabricating, Assembling, Repairing	164	.3	85	.1	13	.1	36	.1
Scientific Equip	164	.3	85	.1	13	.1	36	.1
720 Radio & TV repair	158	.3	154	.3	16	.2	74	.3
72X	312	.6	202	.4	48	.6	93	.4
Electrical Equip	470	.9	356	.7	64	.9	167	.7
78X	869	1.7	266	.5	70	1.0	123	.5
Textile Fab	869	1.7	266	.5	70	1.0	123	.5
799	335	.6	145	.2	49	.7	76	.3
Other Benchwork	335	.6	145	.2	49	.7	76	.3
*** Benchwork	2065	4.0	893	1.8	234	3.4	428	1.9

TABLE B-1 (Cont.)

Overall	Stock				Flow			
	ES		WA		ES		WA	
Occupational Code	Number	Percent	Number	Percent	Number	Percent	Number	Percent
804 Sheet Metal	243	.4	147	.3	18	.2	74	.3
806 Assemblers, auto	187	.3	105	.2	14	.2	44	.2
807 Repair, auto body	339	.6	213	.4	22	.3	100	.4
80X NEC	176	.3	122	.2	20	.2	38	.1
Metal Fab	945	1.8	587	1.2	74	1.0	256	1.1
81X	583	1.1	337	.6	65	.9	141	.6
Welding	583	1.1	337	.6	65	.9	141	.6
824 Electrician	446	.8	288	.5	43	.6	115	.5
82X Electrical Assembling	499	.9	187	.3	42	.6	73	.3
Electrical	945	1.8	475	.9	85	1.2	188	.8
84X	424	.8	288	.5	63	.9	148	.6
Painting & Rel Occs	424	.8	288	.5	63	.9	148	.6
85X	419	.8	148	.3	28	.4	59	.2
Excavating & Rel	419	.8	.48	.3	28	.4	59	.2
860 Carpenter	564	1.1	275	.5	89	1.2	201	.9
862 Plumber	249	.4	161	.3	21	.3	74	.3
86X Const. Occs Nec	824	1.5	327	.6	155	2.2	228	1.0
Other Const	1637	3.1	763	1.5	265	3.8	503	2.3
899 Handyman, Maintenance	680	1.3	538	1.1	82	1.1	277	1.2
89X Structural, NGC	66	.1	9	0	1	0	6	0
Structural Occs	746	1.4	547	1.1	83	1.2	283	1.3
*** Structural	5699	11.1	3145	6.4	663	9.6	1578	7.2

TABLE B-1 (Cont.)

Overall	Stock				Flow			
	ES		WA		ES		WA	
Occupational Code	Number	Percent	Number	Percent	Number	Percent	Number	Percent
90X	1026	2.0	489	1.0	236	3.4	283	1.3
Motor Freight	1026	2.0	489	1.0	236	3.4	283	1.3
915 Service Station Attendant	812	1.5	512	1.0	159	2.3	295	1.3
919 Misc. Tranp. Occs.	210	.4	377	.7	58	.8	225	1.0
91X Bus Driver and NEC	213	.4	213	.4	24	.3	98	.4
Transport	1235	2.4	1102	2.2	241	3.5	618	2.8
922 Warehouseman	497	.9	373	.7	157	2.2	220	1.0
92X Material Handling	573	1.1	99	.2	176	2.5	44	.2
Handling	1070	2.0	472	.9	333	4.8	264	1.2
95X	248	.4	167	.3	13	.1	52	.2
Utility	248	.4	167	.3	13	.1	52	.2
96X	6	0	51	.1	0	0	17	0
Motion Picture	6	0	51	.1	0	0	17	0
97X	93	.1	102	.2	14	.2	40	.1
Graphic Occs	93	.1	102	.2	14	.2	40	.1
999	108	.2	346	.7	9	.1	205	.9
	108	.2	346	.7	9	.1	205	.9
*** Miscellaneous	3786	7.4	2729	5.6	846	12.3	1479	6.8
FINAL TOTAL	51013		48717		6884		21682	

Note: Percents may not add to total due to rounding.

TABLE B-2

INDUSTRIAL DISTRIBUTION OF EMPLOYMENT SERVICE AND WANT AD JOB ORDERS

Overall	Stock				Flow			
	ES		WA		ES		WA	
Industrial Code	Number	Percent	Number	Percent	Number	Percent	Number	Percent
00	59	.1	11357	23.3	7	.1	5033	23.2
Industry Unknown	59	.1	11357	23.3	7	.1	5033	23.2
01 Crops	327	.6	47	0	76	1.1	28	.1
02 Livestock	0	0	50	.1	0	0	29	.1
07 Services	145	.2	33	0	37	.5	30	.1
08 Forestry	6	0	7	0	1	0	0	0
09 Fishing	3	0	1	0	1	0	2	0
0X Ag NEC	0	0	10	0	0	0	7	0
AG, For. Fish.	481	.9	148	.3	115	1.6	96	.4
10 Metal Mining	6	0	0	0	1	0	0	0
11 Anthracite	0	0	0	0	0	0	0	0
12 Bituminous	1	0	0	0	0	0	1	0
13 Oil extraction	279	.5	20	0	22	.3	9	0
14 Non Metallic	51	0	2	0	6	0	1	0
1X NEC	0	0	6	0	0	0	2	0
Mining	337	.6	28	0	29	.4	13	0
15 Bldg Const	892	1.7	135	.2	123	1.7	47	.2
16 General Contrac.	642	1.2	81	.1	88	1.2	37	.1
17 Special Trade	1453	2.8	254	.5	214	3.1	98	.4
2X Constr. NEC	0	0	362	.7	0	0	143	.6
Construction	2987	5.8	832	1.7	425	6.1	325	1.4
19	65	.1	0	0	8	.1	0	0
20 Food & Kindred	565	1.1	324	.6	87	1.2	109	.5
21 Tobacco	16	0	27	0	2	0	3	0
22 Textile	85	.1	34	0	12	.1	35	.1
23 Apparel	411	.8	155	.3	45	.6	42	.1
24 Lumber	295	.5	71	.1	34	.4	31	.1
25 Furniture	277	.5	78	.1	25	.3	30	.1
26 Paper	201	.3	59	.1	42	.6	30	.1

TABLE B-2 (Cont.)

Overall	Stock				Flow			
	ES		WA		ES		WA	
Industrial Code	Number	Percent	Number	Percent	Number	Percent	Number	Percent
27 Printing	486	.9	505	1.0	54	.7	214	.9
28 Chemicals	425	.8	185	.3	42	.6	85	.3
29 Petroleum	67	.1	66	.1	6	0	39	.1
30 Rubber-Plastics	308	.6	86	.1	35	.5	36	.1
31 Leather	128	.2	11	0	6	0	7	0
32 Stone, Clay	266	.5	82	.1	37	.5	36	.1
33 Primary-Foundry	278	.5	119	.2	25	.3	67	.3
34 Fabricated Metal	801	1.5	320	.6	110	1.5	105	.4
35 Machinery	2205	4.3	815	1.8	163	2.3	298	1.3
36 Electrical Mach	970	1.9	727	1.4	169	2.4	271	1.2
37 Transp. Equip.	2484	4.8	646	1.3	99	1.4	297	1.3
38 Measuring Inst.	181	.3	101	.2	24	.3	59	.2
39 Misc. Mfg.	196	.3	39	0	29	.4	33	.1
3X NEC	0	0	326	.6	0	0	189	.8
Manufacturing	10710	20.9	4776	9.8	1054	15.3	2016	9.3
40 Railroad	20	0	25	0	5	0	5	0
41 Suburban and local	227	.4	111	.2	41	.5	30	.1
42 Motor freight	560	1.0	225	.4	82	1.1	92	.4
43 US Postal	0	0	3	0	0	0	1	0
44 Water Transp.	48	0	69	.1	10	.1	15	0
45 Air	61	.1	59	.1	5	0	38	.1
46 Natural Gas	11	0	1	0	1	0	1	0
47 Transp. Services	72	.1	49	.1	11	.1	16	0
48 Communication	336	.6	68	.1	37	.5	34	.1
49 Elect, Gas, & Sanitary	176	.3	51	.1	17	.2	38	.1
4X NEC	0	0	17	0	0	0	8	0
T.C.U.	1511	2.9	678	1.3	209	3.0	278	1.2
50 Wholesale Durable	3020	5.9	719	1.4	426	6.1	294	1.3
51 Wholesale Nondurable	0	0	253	.5	0	0	105	.4
5X NEC	0	0	101	.2	0	0	38	.1
Wholesale Trade	3020	5.9	1073	2.2	426	6.1	437	2.0

TABLE B-2 (Cont.)

Overall	Stock				Flow			
	ES		WA		ES		WA	
Industrial Code	Number	Percent	Number	Percent	Number	Percent	Number	Percent
52 Bldg Material	401	.7	184	.3	49	.7	84	.3
53 Gen Merch Store	1237	2.4	666	1.3	190	2.7	385	1.7
54 Food Store	668	1.3	635	1.3	98	1.4	255	1.1
55 Auto and Service Sta.	1894	3.7	1757	3.6	274	3.9	823	3.7
56 Apparel	718	1.4	503	1.0	127	1.8	279	1.2
57 Furniture	474	.9	426	.8	55	.7	226	1.0
58 Eating and Drinking	4165	8.1	4091	8.4	674	9.7	1900	8.7
59 Misc Ret	783	1.5	928	1.9	161	2.3	446	2.0
6X NEC	0	0	306	.6	0	0	147	.6
Retail Trade	10340	20.2	9496	19.5	1628	23.6	4545	20.9
60 Banking	592	1.1	463	.9	90	1.3	197	.9
61 Credit-Finance	266	.5	301	.6	28	.4	141	.6
62 Securities	48	0	59	.1	5	0	29	.1
63 Insurance	1820	3.5	1227	2.5	118	1.7	416	1.9
64 Insurance Broker	428	.8	182	.3	37	.5	63	.2
65 Real Estate	793	1.5	1643	3.3	92	1.3	658	3.0
66 Combinations	34	0	8	0	4	0	4	0
67 Investments	48	0	34	0	7	.1	7	0
7X NEC	0	0	72	.1	0	0	27	.1
Finance	4029	7.8	3989	8.2	381	5.5	1542	7.1
70 Hotels	1641	3.2	1351	2.7	313	4.5	697	3.2
72 Personal Serv.	1108	2.1	1466	3.0	110	1.5	631	2.9
73 Business Serv.	2392	4.6	2223	4.5	287	4.1	903	4.1
75 Auto Repair	830	1.6	458	.9	103	1.4	208	.9
76 Misc Repair	587	1.1	84	.1	70	1.0	47	.2
78 Motion Pictures	73	.1	50	.1	5	0	31	.1
79 Amusement & Recr.	428	.8	425	.8	81	1.1	160	.7
80 Health Serv.	1861	3.6	3944	8.1	237	3.4	1399	6.4
81 Legal	245	.4	200	.4	28	.4	48	.2
82 Educational	1668	3.2	828	1.7	131	1.9	301	1.3
83 Social Serv.	0	0	207	.4	0	0	137	.6
84 Museums, art, etc.	8	0	12	0	3	0	12	0
86 Membership organ.	1131	2.2	220	.4	162	2.3	98	.4

TABLE B-2 (Cont.)

Overall	Stock				Flow			
	ES		WA		ES		WA	
Industrial Code	Number	Percent	Number	Percent	Number	Percent	Number	Percent
88 Private Households	1460	2.8	2252	4.6	574	8.3	188	.8
89 Misc. Serv.	1064	2.0	582	1.1	98	1.4	5	0
8X NEC	0	0	18	0	0	0	0	0
Services	14496	28.4	14302	29.4	2202	31.9	6072	28.0
91 Exec, legis., govt.	548	1.0	57	.1	79	1.1	40	.1
92 Justice, safety order	1018	1.9	106	.2	97	1.4	55	.2
93 Finance, tax	1474	2.8	12	0	229	3.3	12	0
94 Human resources	2	0	166	.3	0	0	60	.2
95 Environ, Housing	0	0	136	.2	0	0	52	.2
96 Economic	0	0	51	.1	0	0	20	0
97 Nat'l security	0	0	49	.1	0	0	16	0
9X NEC	0	0	249		0	0	91	.4
Government	3042	5.9	826	1.1	405	5.8	346	1.5
98	0	0	118	.2	0	0	28	.1
Corporate Hdqtrs	0	0	118	.2	0	0	28	.1
99 Nonclassifiable	1	0	1215	2.5	2	0	945	4.3
FINAL TOTAL	51013		48856		6884		21682	

Note: Percents may not add to total due to rounding.

TABLE B-3
MONTHLY STOCK STUDY DATA FOR
ATLANTA (1)
Industrial Distribution of Monthly Job Stocks

Industry Group	EMPLOYMENT SERVICE											
	June 74	July 74	Aug 74	Sept 74	Oct 74	Nov 74	Dec 74	Jan 75	Feb 75	Mar 75	Apr 75	May 75
Total	853	723	868	613	334	390	258	273	263	318	404	399
Ag, For, Fishing	4	1	2	2	4	7	4	6	8	9	1	5
Mining	3	4	4	3	3	3	1	0	1	0	1	1
Construction	49	44	72	40	9	14	8	19	12	12	16	18
Manufacturing	115	94	103	65	40	86	34	27	29	38	58	64
Trans, Comm, Util	40	38	38	47	30	23	4	8	13	11	28	17
Wholesale Trade	49	39	49	29	22	22	9	21	10	16	16	15
Retail Trade	170	156	213	134	56	41	56	47	51	60	72	90
Fin, RE, Ins	70	53	64	51	31	27	21	32	26	26	29	25
Services	330	279	300	222	130	140	101	97	96	138	174	161
Gov't.	22	15	23	20	9	27	20	14	17	8	9	3
Occ Unknown, Corp. Hdqtr. Name Given But Unkn.	1	0	0	0	0	0	0	2	0	0	0	0

Industry Group	WANT ADS											
	June 74	July 74	Aug 74	Sept 74	Oct 74	Nov 74	Dec 74	Jan 75	Feb 75	Mar 75	Apr 75	May 75
Total	1384	1544	1499	1075	752	535	369	540	667	697	920	971
Ag, For, Fishing	0	2	4	2	1	0	0	0	0	1	1	0
Mining	1	0	0	0	0	0	0	1	0	0	0	0
Construction	35	20	25	6	6	5	9	6	10	13	9	18
Manufacturing	138	149	116	82	47	30	17	31	41	40	73	85
Trans, Comm, Util	29	40	30	20	6	5	4	5	8	13	13	12
Wholesale Trade	19	45	30	19	14	8	14	8	25	32	22	26
Retail Trade	192	263	310	222	100	51	40	64	94	105	132	126
Fin, RE, Ins	155	141	128	106	80	63	38	67	95	76	111	110
Services	399	462	442	298	243	174	140	178	226	256	296	332
Gov't.	7	10	10	8	11	1	8	7	8	4	6	13
Occ Unknown, Corp. Hdqtr. Name Given But Unkn.	397	399	397	306	238	192	99	171	159	156	249	246

Note: Industrial categories may not add to total due to rounding.

TABLE B-3 (Cont.)

MONTHLY STOCK STUDY DATA FOR BOISE (2)

Industrial Distribution of Monthly Job Stocks

Industry Group	EMPLOYMENT SERVICE June 74	July 74	Aug 74	Sept 74	Oct 74	Nov 74	Dec 74	Jan 75	Feb 75	Mar 75	Apr 75	May 75
Total	233	291	351	257	162	137	130	128	153	174	270	242
Ag, For, Fishing	11	10	12	10	10	8	7	10	10	13	11	13
Mining	0	0	0	0	0	0	0	0	0	0	1	1
Construction	13	16	17	13	15	14	9	12	10	18	20	17
Manufacturing	18	34	60	32	14	19	12	18	16	18	36	36
Trans, Comm, Util	8	4	3	6	3	5	5	6	5	4	2	7
Wholesale Trade	14	17	15	17	13	14	8	3	3	10	15	9
Retail Trade	35	69	108	68	37	26	17	19	43	37	71	59
Fin, RE, Ins	24	27	33	27	20	14	23	19	19	28	33	26
Services	56	60	73	65	39	26	29	24	29	29	58	57
Gov't.	54	53	30	19	11	11	20	15	18	17	23	17
Occ Unknown, Corp. Hdqtr. Name Given But Unkn.	0	1	0	0	0	0	0	2	0	0	0	0

Industry Group	WANT ADS June 74	July 74	Aug 74	Sept 74	Oct 74	Nov 74	Dec 74	Jan 75	Feb 75	Mar 75	Apr 75	May 75
Total	94	135	138	100	59	47	55	47	61	85	90	96
Ag, For, Fishing	1	3	3	0	0	0	2	0	0	0	0	1
Mining	0	0	0	0	0	0	0	0	0	0	0	0
Construction	5	1	0	0	0	0	0	0	1	0	0	0
Manufacturing	1	15	3	4	2	1	2	0	0	2	1	2
Trans, Comm, Util	1	0	5	4	0	0	0	0	2	4	1	1
Wholesale Trade	3	2	0	2	2	0	0	2	0	7	1	1
Retail Trade	17	38	48	25	14	8	8	16	12	19	20	14
Fin, RE, Ins	19	6	14	5	11	11	7	8	11	10	10	11
Services	14	36	40	20	12	15	14	8	14	12	25	35
Gov't.	0	4	0	0	0	0	1	2	0	1	1	2
Occ Unknown, Corp. Hdqtr. Name Given But Unkn.	32	30	25	36	18	12	21	11	21	30	31	29

Note: Industrial categories may not add to total due to rounding.

TABLE B-3 (Cont.)

MONTHLY STOCK STUDY DATA FOR
DAYTON (3)

Industrial Distribution of Monthly Job Stocks

Industry Group	EMPLOYMENT SERVICE June 74	July 74	Aug 74	Sept 74	Oct 74	Nov 74	Dec 74	Jan 75	Feb 75	Mar 75	Apr 75	May 75
Total	502	441	451	456	361	387	207	180	219	187	84	225
Ag, For, Fishing	8	5	4	5	4	2	1	0	0	0	1	4
Mining	4	5	2	2	1	0	0	0	1	1	0	1
Construction	20	7	19	14	14	7	1	2	3	6	0	9
Manufacturing	158	155	161	161	153	171	93	74	91	68	32	68
Trans, Comm, Util	7	6	4	8	5	3	2	1	2	3	0	6
Wholesale Trade	18	21	23	23	20	11	12	12	13	11	1	6
Retail Trade	81	65	58	80	61	63	24	15	23	14	13	44
Fin, RE, Ins	29	26	26	32	16	27	15	15	15	12	8	15
Services	164	120	116	97	63	84	49	39	51	53	25	57
Gov't.	13	31	32	33	24	19	10	22	20	19	4	15
Occ Unknown, Corp. Hdqtr. Name Given But Unkn.	0	0	6	1	0	0	0	0	0	0	0	0

Industry Group	WANT ADS June 74	July 74	Aug 74	Sept 74	Oct 74	Nov 74	Dec 74	Jan 75	Feb 75	Mar 75	Apr 75	May 75
Total	403	516	478	398	360	222	163	198	219	214	278	273
Ag, For, Fishing	1	0	0	1	1	3	0	2	1	0	0	1
Mining	0	0	0	0	0	0	0	0	0	0	0	0
Construction	10	7	6	9	3	3	0	4	0	5	3	7
Manufacturing	66	73	59	51	47	15	11	14	18	14	16	15
Trans, Comm, Util	3	1	6	2	1	3	4	1	4	2	3	1
Wholesale Trade	5	11	4	7	4	7	4	4	3	1	6	6
Retail Trade	89	144	138	118	96	48	34	34	48	60	78	83
Fin, RE, Ins	23	34	16	22	24	21	12	15	22	10	24	21
Services	112	149	151	96	99	64	49	66	69	59	75	69
Gov't.	10	3	1	4	5	5	0	3	4	1	4	2
Occ Unknown, Corp. Hdqtr. Name Given But Unkn.	84	94	97	88	80	53	49	55	62	272	69	68

Note: Industrial categories may not add to total due to rounding.

TABLE B-3 (Cont.)

MONTHLY STOCK STUDY DATA FOR
DES MOINES (4)
Industrial Distribution of Monthly Job Stocks

	EMPLOYMENT SERVICE											
Industry Group	June 74	July 74	Aug 74	Sept 74	Oct 74	Nov 74	Dec 74	Jan 75	Feb 75	Mar 75	Apr 75	May 75
Total	796	894	1042	971	498	509	468	406	420	436	583	602
Ag, For, Fishing	10	2	11	16	4	2	2	2	3	7	5	2
Mining	1	1	0	0	1	1	0	0	0	0	0	0
Construction	47	56	63	73	49	21	19	14	11	25	31	34
Manufacturing	89	92	123	87	56	47	38	41	30	35	45	46
Trans, Comm, Util	38	36	42	27	25	15	14	11	11	11	11	16
Wholesale Trade	65	85	96	78	60	47	44	38	33	32	47	51
Retail Trade	182	191	274	279	97	142	129	88	81	100	141	151
Fin, RE, Ins	106	111	113	104	77	66	59	50	61	64	87	87
Services	201	241	262	257	100	144	136	135	157	136	183	184
Gov't.	56	77	58	49	29	24	26	26	33	25	33	30
Occ Unknown, Corp. Hdqtr. Name Given But Unkn.	1	2	1	1	0	0	1	1	0	1	0	1

	WANT ADS											
Industry Group	June 74	July 74	Aug 74	Sept 74	Oct 74	Nov 74	Dec 74	Jan 75	Feb 75	Mar 75	Apr 75	May 75
Total	353	477	554	457	400	233	204	210	212	261	276	274
Ag, For, Fishing	1	1	7	4	1	2	2	2	0	3	1	1
Mining	0	0	0	0	0	0	0	0	0	0	0	0
Construction	12	5	16	9	6	0	1	1	2	4	3	2
Manufacturing	15	26	38	23	16	11	6	6	7	1	7	18
Trans, Comm, Util	5	12	5	7	5	3	3	2	5	4	4	2
Wholesale Trade	11	15	11	10	14	9	2	13	5	8	6	9
Retail Trade	66	128	123	109	104	40	49	32	36	53	60	57
Fin, RE, Ins	40	60	69	58	57	32	43	36	28	34	45	55
Services	105	146	178	138	123	72	52	71	60	81	106	81
Gov't.	9	6	7	3	3	3	5	3	3	8	2	3
Occ Unknown, Corp. Hdqtr. Name Given But Unkn.	89	78	100	96	71	61	41	44	66	65	42	46

Note: Industrial categories may not add to total due to rounding.

TABLE B-3 (Cont.)
MONTHLY STOCK STUDY DATA FOR
JACKSON (5)
Industrial Distribution of Monthly Job Stocks

Industry Group	EMPLOYMENT SERVICE											
	June 74	July 74	Aug 74	Sept 74	Oct 74	Nov 74	Dec 74	Jan 75	Feb 75	Mar 75	Apr 75	May 75
Total	150	258	287	246	172	104	101	75	74	87	94	135
Ag, For, Fishing	2	1	3	1	2	1	2	2	2	2	1	1
Mining	2	1	2	1	1	0	1	0	0	0	0	1
Construction	12	28	39	41	27	12	6	6	8	8	3	9
Manufacturing	36	47	39	40	37	23	17	13	11	8	20	29
Trans, Comm, Util	6	14	13	7	2	4	4	2	4	4	3	6
Wholesale Trade	7	23	29	21	13	7	10	11	6	4	7	12
Retail Trade	14	27	43	34	18	6	11	12	15	19	12	23
Fin, RE, Ins	13	23	20	19	16	10	8	10	7	6	9	6
Services	36	67	56	47	31	20	24	9	16	22	23	31
Gov't.	22	27	43	35	25	21	18	10	5	11	16	17
Occ Unknown, Corp. Hdqtr. Name Given But Unkn.	0	0	0	0	0	0	0	0	0	0	0	0

Industry Group	WANT ADS											
	June 74	July 74	Aug 74	Sept 74	Oct 74	Nov 74	Dec 74	Jan 75	Feb 75	Mar 75	Apr 75	May 75
Total	127	206	168	121	91	70	57	80	64	99	112	96
Ag, For, Fishing	0	0	1	0	0	0	0	0	0	0	0	0
Mining	0	0	0	0	0	0	0	0	0	0	0	0
Construction	1	2	4	2	2	0	0	0	0	0	2	2
Manufacturing	9	5	24	3	4	5	5	7	3	7	10	7
Trans, Comm, Util	3	3	3	5	2	1	1	1	1	1	1	1
Wholesale Trade	1	5	13	3	3	1	1	2	2	5	1	2
Retail Trade	37	58	41	28	13	22	10	18	9	21	24	13
Fin, RE, Ins	10	16	7	17	16	9	6	6	9	9	11	12
Services	27	56	29	17	26	11	14	28	24	38	33	31
Gov't.	5	8	1	0	0	3	1	1	1	0	0	0
Occ Unknown, Corp. Hdqtr. Name Given But Unkn.	34	53	45	46	25	18	19	17	15	18	30	28

Note: Industrial categories may not add to total due to rounding.

TABLE B-3 (Cont.)

MONTHLY STOCK STUDY DATA FOR
NEW ORLEANS (6)
Industrial Distribution of Monthly Job Stocks

Industry Group	EMPLOYMENT SERVICE											
	June 74	July 74	Aug 74	Sept 74	Oct 74	Nov 74	Dec 74	Jan 75	Feb 75	Mar 75	Apr 75	May 75
Total	768	767	968	726	601	477	474	499	544	580	553	555
Ag, For, Fishing	1	0	0	1	1	1	1	2	2	2	1	1
Mining	22	26	30	25	25	17	16	15	21	13	18	15
Construction	62	72	83	81	50	33	32	31	49	53	47	40
Manufacturing	259	261	296	155	124	102	103	89	102	90	91	118
Trans, Comm, Util	27	26	38	27	25	18	23	17	16	23	21	22
Wholesale Trade	45	56	64	63	36	30	33	43	42	47	46	47
Retail Trade	147	131	189	167	126	98	85	98	88	120	116	105
Fin, RE, Ins	42	47	53	31	35	24	29	41	47	37	40	38
Services	142	137	193	157	161	137	140	149	163	176	149	153
Gov't.	20	11	22	18	18	17	12	14	14	19	24	16
Occ Unknown, Corp. Hdqtr. Name Given But Unkn.	0	0	0	1	0	0	0	0	0	0	0	0

Industry Group	WANT ADS											
	June 74	July 74	Aug 74	Sept 74	Oct 74	Nov 74	Dec 74	Jan 75	Feb 75	Mar 75	Apr 75	May 75
Total	680	827	908	747	683	468	407	694	674	645	449	672
Ag, For, Fishing	2	0	0	1	0	0	0	0	0	1	0	3
Mining	1	1	0	3	0	1	0	0	8	11	0	0
Construction	17	31	27	17	17	6	3	10	14	10	12	8
Manufacturing	24	56	117	68	53	57	18	49	54	53	57	54
Trans, Comm, Util	14	9	18	19	23	7	6	11	6	14	10	16
Wholesale Trade	26	48	31	23	20	13	4	9	9	7	12	5
Retail Trade	107	176	187	167	152	115	97	165	139	160	66	177
Fin, RE, Ins	31	36	37	32	28	18	17	54	30	26	26	32
Services	159	204	256	211	203	120	147	216	198	169	154	193
Gov't.	2	4	1	4	6	1	0	9	3	1	4	5
Occ Unknown, Corp. Hdqtr. Name Given But Unkn.	297	262	234	202	181	130	115	171	213	193	108	179

Note: Industrial categories may not add to total due to rounding.

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297b

TABLE B-3 (Cont.)

MONTHLY STOCK STUDY DATA FOR
PORTLAND, ME (7)
Industrial Distribution of Monthly Job Stocks

Industry Group	EMPLOYMENT SERVICE											
	June 74	July 74	Aug 74	Sept 74	Oct 74	Nov 74	Dec 74	Jan 75	Feb 75	Mar 75	Apr 75	May 75
Total	161	175	225	167	93	93	73	93	87	115	119	140
Ag, For, Fishing	0	6	7	9	2	2	0	2	1	0	0	0
Mining	1	0	0	0	0	0	0	0	0	0	0	0
Construction	22	15	13	16	5	5	2	5	2	5	10	7
Manufacturing	30	33	35	30	23	23	16	23	21	17	18	27
Trans, Comm, Util	2	1	3	4	1	1	0	1	2	2	3	2
Wholesale Trade	8	8	9	6	7	7	4	7	6	7	4	1
Retail Trade	26	31	59	42	15	15	8	15	12	12	16	22
Fin, RE, Ins	11	17	18	10	12	12	11	12	8	21	19	18
Services	43	42	64	39	20	20	19	20	25	41	36	49
Gov't.	18	22	16	10	7	7	13	7	10	10	13	14
Occ Unknown, Corp. Hdqtr. Name Given But Unkn.	0	0	1	1	1	1	0	1	0	0	0	0

Industry Group	WANT ADS											
	June 74	July 74	Aug 74	Sept 74	Oct 74	Nov 74	Dec 74	Jan 75	Feb 75	Mar 75	Apr 75	May 75
Total	78	131	162	76	55	49	27	59	46	58	92	80
Ag, For, Fishing	1	0	1	0	0	0	0	0	0	0	1	1
Mining	0	0	0	0	0	0	0	0	0	0	0	0
Construction	0	0	2	1	0	0	0	1	1	4	2	0
Manufacturing	9	12	15	12	10	4	3	3	4	2	4	2
Trans, Comm, Util	0	2	3	0	0	0	0	2	0	1	1	0
Wholesale Trade	0	1	2	1	2	2	0	0	3	1	2	2
Retail Trade	18	17	64	16	15	6	5	3	3	16	19	17
Fin, RE, Ins	3	4	6	0	4	3	2	4	3	5	6	4
Services	27	59	48	30	12	21	11	20	22	11	31	23
Gov't.	6	11	3	3	2	1	0	5	2	3	3	1
Occ Unknown, Corp. Hdqtr. Name Given But Unkn.	14	25	18	12	10	12	6	21	9	15	23	30

Note: Industrial categories may not add to total due to rounding.

TABLE B-3 (Cont.)

MONTHLY STOCK STUDY DATA FOR
RICHMOND (8)
Industrial Distribution of Monthly Job Stocks

Industry Group	EMPLOYMENT SERVICE June 74	July 74	Aug 74	Sept 74	Oct 74	Nov 74	Dec 74	Jan 75	Feb 75	Mar 75	Apr 75	May 75
Total	245	290	425	488	401	238	182	174	176	189	204	223
Ag, For, Fishing	1	1	1	2	3	1	0	0	0	0	1	0
Mining	0	1	0	1	1	0	0	0	0	0	2	0
Construction	17	19	36	53	41	12	6	5	15	19	22	26
Manufacturing	41	60	58	51	50	48	20	23	18	28	27	35
Trans, Comm, Util	14	20	17	18	15	9	2	8	9	4	3	6
Wholesale Trade	12	20	31	32	19	8	16	9	10	3	8	13
Retail Trade	36	42	104	106	88	45	29	26	28	40	36	44
Fin, RE, Ins	44	22	31	45	31	18	21	35	34	36	30	30
Services	52	70	97	120	106	56	46	39	44	50	58	58
Gov't.	28	35	49	60	45	41	42	26	16	8	16	9
Occ Unknown, Corp. Hdqtr. Name Given But Unkn.	0	0	1	0	2	0	0	3	2	1	1	2

Industry Group	WANT ADS June 74	July 74	Aug 74	Sept 74	Oct 74	Nov 74	Dec 74	Jan 75	Feb 75	Mar 75	Apr 75	May 75
Total	543	740	748	671	459	332	199	296	286	293	351	327
Ag, For, Fishing	3	0	1	1	1	1	0	4	0	1	0	0
Mining	0	0	0	0	0	0	0	0	0	0	1	0
Construction	14	31	34	33	22	7	3	7	4	4	6	3
Manufacturing	58	74	76	74	31	32	12	11	19	18	24	21
Trans, Comm, Util	3	9	13	5	5	6	3	4	1	2	4	5
Wholesale Trade	16	24	20	24	17	8	8	9	8	3	9	10
Retail Trade	96	132	166	139	102	45	50	39	60	56	68	59
Fin, RE, Ins	47	65	63	69	47	23	25	30	39	40	38	32
Services	150	165	209	132	97	103	40	77	63	84	81	77
Gov't.	26	47	31	50	27	21	14	16	16	16	9	20
Occ Unknown, Corp. Hdqtr. Name Given But Unkn.	128	188	135	144	110	86	44	99	76	69	111	100

Note: Industrial categories may not add to total due to rounding.

TABLE B-3 (Cont.)

MONTHLY STOCK STUDY DATA FOR
SAN DIEGO (9)
Industrial Distribution of Monthly Job Stocks

Industry Group	EMPLOYMENT SERVICE June 74	July 74	Aug 74	Sept 74	Oct 74	Nov 74	Dec 74	Jan 75	Feb 75	Mar 75	Apr 75	May 75
Total	422	429	693	253	326	246	232	256	283	341	351	454
Ag, For, Fishing	3	5	0	0	0	1	1	2	1	4	3	7
Mining	0	0	0	0	1	0	0	0	0	0	0	0
Construction	3	4	12	11	4	5	4	3	4	7	9	7
Manufacturing	114	152	166	30	93	74	49	66	62	55	61	115
Trans, Comm, Util	3	4	2	0	2	1	5	2	4	2	2	3
Wholesale Trade	7	8	4	5	0	1	1	2	5	7	4	4
Retail Trade	100	86	184	83	70	46	44	42	64	80	83	91
Fin, RE, Ins	17	12	22	16	16	11	15	13	10	17	26	40
Services	155	145	284	99	130	97	104	119	123	155	154	177
Gov't.	20	13	19	13	10	10	9	7	10	14	9	10
Occ Unknown, Corp. Hdqtr. Name Given But Unkn.	0	0	0	1	0	0	0	0	0	0	0	0

Industry Group	WANT ADS June 74	July 74	Aug 74	Sept 74	Oct 74	Nov 74	Dec 74	Jan 75	Feb 75	Mar 75	Apr 75	May 75
Total	834	823	844	690	527	410	395	438	467	520	545	664
Ag, For, Fishing	1	0	6	0	1	1	0	0	1	0	1	1
Mining	0	0	0	0	0	0	0	0	0	0	0	0
Construction	6	5	6	3	3	1	1	3	5	3	2	4
Manufacturing	124	152	158	97	85	55	41	55	54	57	57	71
Trans, Comm, Util	5	4	6	4	6	2	2	1	5	1	5	2
Wholesale Trade	11	7	7	7	5	4	3	2	2	4	7	7
Retail Trade	118	84	104	102	75	70	72	54	55	57	84	113
Fin, RE, Ins	53	63	55	45	34	21	33	35	47	40	58	62
Services	288	259	319	221	192	142	151	154	161	186	177	211
Gov't.	12	17	14	11	5	9	3	4	4	2	12	2
Occ Unknown, Corp. Hdqtr. Name Given But Unkn.	216	232	169	200	121	106	89	130	133	169	148	191

Note: Industrial categories may not add to total due to rounding.

TABLE B-3 (Cont.)

MONTHLY STOCK STUDY DATA FOR

SANTA ROSA (10)

Industrial Distribution of Monthly Job Stocks

Industry Group	EMPLOYMENT SERVICE June 74	July 74	Aug 74	Sept 74	Oct 74	Nov 74	Dec 74	Jan 75	Feb 75	Mar 75	Apr 75	May 75
Total	172	144	167	98	76	57	55	46	65	81	94	131
Ag, For, Fishing	3	7	4	5	5	3	2	1	6	6	9	8
Mining	0	0	0	0	0	0	0	0	0	0	0	0
Construction	5	2	2	1	0	0	0	1	0	0	1	1
Manufacturing	16	31	26	13	9	9	9	7	9	12	14	18
Trans, Comm, Util	2	2	3	2	0	0	0	0	0	1	1	0
Wholesale Trade	3	1	2	0	1	0	2	3	2	2	1	4
Retail Trade	25	26	28	21	15	10	11	5	7	14	15	31
Fin, RE, Ins	9	7	16	3	4	4	2	5	6	3	6	9
Services	100	64	67	49	32	19	19	15	27	35	36	49
Gov't.	8	4	19	9	10	12	10	9	8	8	10	11
Occ Unknown, Corp. Hdqtr. Name Given But Unkn.	1	0	0	0	0	0	0	0	0	0	1	0

Industry Group	WANT ADS June 74	July 74	Aug 74	Sept 74	Oct 74	Nov 74	Dec 74	Jan 75	Feb 75	Mar 75	Apr 75	May 75
Total	71	103	92	72	61	41	41	55	44	58	70	80
Ag, For, Fishing	2	2	2	2	1	0	2	1	0	0	6	4
Mining	0	0	0	0	0	0	0	0	0	0	0	0
Construction	0	4	0	0	1	0	0	0	0	0	1	0
Manufacturing	3	14	6	6	4	1	3	4	0	1	5	3
Trans, Comm, Util	1	0	0	0	2	0	1	0	0	0	0	0
Wholesale Trade	0	2	2	1	1	1	0	1	2	0	1	2
Retail Trade	5	10	12	13	3	5	1	3	9	7	18	11
Fin, RE, Ins	2	6	11	5	4	3	6	5	4	3	7	5
Services	40	40	42	26	30	24	19	31	20	24	18	36
Gov't.	2	2	2	2	1	2	0	4	0	3	3	5
Occ Unknown, Corp. Hdqtr. Name Given But Unkn.	15	23	15	17	14	5	9	6	9	19	11	14

Note: Industrial categories may not add to total due to rounding.

TABLE B-3 (Cont.)

MONTHLY STOCK STUDY DATA FOR
SYRACUSE (11)
Industrial Distribution of Monthly Job Stocks

Industry Group	EMPLOYMENT SERVICE June 74	July 74	Aug 74	Sept 74	Oct 74	Nov 74	Dec 74	Jan 75	Feb 75	Mar 75	Apr 75	May 75
Total	684	679	893	698	393	324	264	221	238	277	271	267
Ag, For, Fishing	2	0	2	1	0	0	0	0	0	0	0	0
Mining	0	0	0	0	0	0	0	0	0	0	0	0
Construction	43	34	61	54	29	11	10	6	11	15	14	12
Manufacturing	233	192	220	180	99	102	62	45	52	45	37	42
Trans, Comm, Util	8	17	20	17	7	4	7	4	3	5	9	5
Wholesale Trade	34	42	53	46	24	19	24	14	9	13	16	12
Retail Trade	116	142	228	176	78	56	36	19	28	44	50	48
Fin, RE, Ins	42	50	49	41	22	19	15	13	18	24	19	23
Services	167	173	222	160	118	98	90	101	96	109	114	120
Gov't.	39	28	36	21	15	14	18	18	20	21	9	3
Occ Unknown, Corp. Hdqtr. Name Given But Unkn.	0	1	2	2	1	1	2	1	1	1	3	2

Industry Group	WANT ADS June 74	July 74	Aug 74	Sept 74	Oct 74	Nov 74	Dec 74	Jan 75	Feb 75	Mar 75	Apr 75	May 75
Total	236	241	292	244	181	89	83	97	92	122	139	135
Ag, For, Fishing	1	2	1	0	3	1	0	1	0	3	4	1
Mining	0	0	0	0	0	0	0	0	0	0	0	0
Construction	5	4	10	7	4	1	1	2	0	2	1	2
Manufacturing	19	26	28	17	10	12	5	3	1	2	2	4
Trans, Comm, Util	4	9	9	10	7	0	2	0	2	2	2	3
Wholesale Trade	7	4	4	7	5	3	3	10	3	3	3	0
Retail Trade	80	60	103	61	49	7	15	19	27	32	30	32
Fin, RE, Ins	10	15	12	17	12	4	6	6	7	4	6	5
Services	53	61	61	54	49	34	26	25	23	32	41	30
Gov't.	0	0	0	1	0	3	0	3	0	1	0	2
Occ Unknown, Corp. Hdqtr. Name Given But Unkn.	57	60	64	70	42	24	25	28	29	41	50	56

Note: Industrial categories may not add to total due to rounding.

TABLE B-3 (Cont.)

MONTHLY STOCK STUDY DATA FOR
WITCHITA (12)
Industrial Distribution of Monthly Job Stocks

	EMPLOYMENT SERVICE											
Industry Group	June 74	July 74	Aug 74	Sept 74	Oct 74	Nov 74	Dec 74	Jan 75	Feb 75	Mar 75	Apr 75	May 75
Total	652	839	1046	919	732	523	399	308	269	317	385	318
Ag, For, Fishing	4	5	6	6	2	0	0	2	1	3	7	1
Mining	4	4	4	4	3	1	2	1	2	1	3	2
Construction	39	39	63	66	40	28	14	11	9	21	19	10
Manufacturing	244	306	324	302	257	204	134	82	71	57	100	66
Trans, Comm, Util	19	24	30	22	15	14	14	17	9	15	18	9
Wholesale Trade	45	50	74	58	41	23	24	17	9	15	18	9
Retail Trade	115	163	225	212	148	90	81	58	56	86	88	84
Fin, RE, Ins	29	36	41	31	23	19	14	11	11	19	19	26
Services	115	170	228	175	163	119	90	85	70	74	83	87
Gov't.	38	42	51	43	40	25	26	24	20	24	29	16
Occ Unknown, Corp. Hdqtr. Name Given But Unkn.	0	0	0	0	0	0	0	0	0	0	0	0

	WANT ADS											
Industry Group	June 74	July 74	Aug 74	Sept 74	Oct 74	Nov 74	Dec 74	Jan 75	Feb 75	Mar 75	Apr 75	May 75
Total	379	550	669	499	401	222	181	203	248	243	215	254
Ag, For, Fishing	3	3	4	2	0	1	0	2	1	0	0	1
Mining	0	0	0	0	0	0	0	0	0	0	0	0
Construction	7	14	14	18	12	6	0	4	2	6	8	1
Manufacturing	77	147	179	146	99	49	26	19	39	22	23	32
Trans, Comm, Util	5	9	5	2	11	3	2	1	0	3	2	2
Wholesale Trade	12	6	8	7	15	4	1	2	6	3	0	4
Retail Trade	70	113	164	88	83	51	42	50	60	60	72	63
Fin, RE, Ins	22	11	10	17	16	3	7	9	7	8	5	12
Services	60	101	154	101	77	51	51	55	56	57	52	74
Gov't.	6	8	8	5	6	0	0	1	0	1	0	4
Occ Unknown, Corp. Hdqtr. Name Given But Unkn.	117	138	123	113	82	54	52	60	77	83	53	61

Note: Industrial categories may not add to total due to rounding.

TABLE B-4
NON-AGRICULTURAL EMPLOYMENT BY INDUSTRY (PLACE OF WORK)
ATLANTA
(in thousands)

Industry Group	1974											
	Jan	Feb	Mar	Apr	May	June	July	Aug	Sept	Oct	Nov	Dec
Total		778.0	777.9	784.7	785.0	787.2	780.1	784.9	785.5	790.9	785.2	781.6
Construction		46.1	47.5	48.3	49.5	50.9	51.5	50.0	49.4	48.7	47.3	46.8
Manufacturing		132.7	128.5	132.7	131.8	132.6	125.4	131.3	132.3	135.1	129.2	127.8
TCU		72.0	72.1	72.2	72.2	72.6	72.5	71.9	71.4	72.5	71.9	70.9
Wholesale Trade		79.3	80.1	80.8	80.7	79.3	79.5	79.5	79.1	78.8	78.5	77.8
Retail Trade		137.2	138.1	139.3	139.7	140.3	140.6	141.6	142.3	143.3	144.7	146.4
FIRE		61.0	61.3	61.3	61.3	61.6	61.9	61.8	62.0	61.9	61.7	61.7
Services		130.4	131.9	131.8	131.9	132.0	132.1	132.2	131.5	131.4	131.3	130.6
Gov't.		119.3	118.4	118.3	117.9	117.9	116.6	116.6	117.5	119.2	120.6	119.6

Industry Group	1975											
	Jan	Feb	Mar	Apr	May	June	July	Aug	Sept	Oct	Nov	Dec
Total	765.7	757.0	755.0	755.0	757.1	759.1	759.6	759.0	760.9	761.6	763.4	740.8
Construction	43.7	42.8	42.1	42.1	41.7	41.4	40.9	41.7	41.7	41.5	41.1	32.7
Manufacturing	126.3	120.0	122.2	122.2	123.9	124.8	125.1	124.8	127.3	127.1	127.2	118.9
TCU	68.7	67.9	67.4	66.8	67.1	67.7	67.7	67.5	67.6	67.7	67.6	68.4
Wholesale Trade	76.4	75.6	74.8	74.4	74.1	73.8	73.3	73.9	73.4	73.4	73.1	76.0
Retail Trade	138.4	136.1	134.4	134.4	134.2	134.0	134.4	133.7	134.5	134.8	136.4	129.7
FIRE	61.1	60.7	60.5	60.5	60.3	60.1	60.3	60.3	60.0	59.8	59.5	57.4
Services	130.5	130.4	130.5	131.4	132.1	132.4	132.1	132.2	132.0	131.5	132.5	130.4
Gov't.	120.6	123.5	123.1	123.2	123.7	124.9	125.8	124.9	124.4	125.8	126.0	127.3

Unemployment Rate	Jan	Feb	Mar	Apr	May	June	July	Aug	Sept	Oct	Nov	Dec
1974	4.1	4.0	4.5	4.4	3.9	5.2	5.1	4.9	5.1	5.1	6.1	6.8
1975	9.2	9.9	10.1	9.5	9.5	9.9	9.7	9.2	9.5	9.7	9.5	9.6

In percent of unemployment

Note: Industrial categories may not add to total due to rounding.

TABLE B-4 (Cont.)

NON-AGRICULTURAL EMPLOYMENT BY INDUSTRY (PLACE OF WORK)
BOISE
(in thousands)

Industry Group	1974											
	Jan	Feb	Mar	Apr	May	June	July	Aug	Sept	Oct	Nov	Dec
Total	54.0	54.5	55.1	56.7	58.3	58.8	58.8	59.2	59.9	58.8	58.7	56.8
Construction	3.3	3.5	3.7	4.1	4.3	4.9	4.9	4.9	4.9	4.9	4.9	4.2
Manufacturing	5.4	5.4	5.6	5.8	6.4	6.2	6.2	6.1	6.2	6.0	5.8	5.6
TCU	3.6	3.6	3.7	3.7	3.8	3.9	3.9	4.0	4.1	3.9	3.9	3.7
Wholesale Trade	3.4	3.4	3.4	3.6	3.6	3.7	3.7	3.7	3.7	3.6	3.7	3.7
Retail Trade	10.9	11.0	10.9	11.3	11.5	11.4	11.4	11.5	11.7	11.5	11.9	11.2
FIRE	3.7	3.8	3.8	3.8	3.9	4.0	4.0	4.0	4.0	4.0	3.9	3.8
Services	9.3	9.4	9.4	9.8	10.1	9.7	9.7	9.8	9.6	9.7	9.7	9.1
Gov't.	14.4	14.4	14.6	14.6	14.7	15.0	15.0	15.2	15.7	15.2	14.9	15.5

Industry Group	1975											
	Jan	Feb	Mar	Apr	May	June	July	Aug	Sept	Oct	Nov	Dec
Total	56.3	56.2	56.8	56.2	57.8	58.5	59.9	59.7	61.7	60.9	60.8	61.1
Construction	3.8	3.9	4.0	4.1	4.3	4.4	5.2	5.2	5.2	5.1	5.0	4.9
Manufacturing	5.5	5.4	5.5	5.6	5.7	5.9	6.2	6.3	6.2	6.2	6.1	6.1
TCU	3.8	5.7	3.8	3.8	3.8	3.9	3.9	3.9	4.0	4.0	3.9	3.9
Wholesale Trade	3.7	3.6	3.5	3.6	3.6	3.7	3.9	3.9	3.9	4.0	4.0	4.0
Retail Trade	11.1	11.1	11.2	11.3	11.4	11.4	11.6	11.7	11.8	11.9	12.1	12.4
FIRE	3.8	3.9	3.9	3.9	3.9	4.0	3.5	4.0	4.0	4.0	4.0	4.0
Services	9.0	8.9	9.0	9.1	9.2	9.2	9.9	9.9	9.9	9.9	9.9	10.0
Gov't.	15.6	15.7	15.9	15.8	15.9	16.0	15.7	14.8	16.9	15.8	15.8	15.8

Unemployment Rate	Jan	Feb	Mar	Apr	May	June	July	Aug	Sept	Oct	Nov	Dec
1974	4.8	4.0	3.5	3.4	3.4	5.2	4.1	4.3	3.5	3.2	4.1	4.6
1975	7.1	5.0	5.4	5.9	5.5	6.0	5.8	5.2	4.5	4.7	5.2	5.8

In percent of unemployment

Note: Industrial categories may not add to total due to rounding.

TABLE B-4 (Cont.)

NON-AGRICULTURAL EMPLOYMENT BY INDUSTRY (PLACE OF WORK)
DAYTON
(in thousands)

Industry Group	1974											
	Jan	Feb	Mar	Apr	May	June	July	Aug	Sept	Oct	Nov	Dec
Total	331.1	329.4	330.4	329.5	333.4	338.7	329.5	331.3	338.4	340.4	341.4	338.9
Construction	10.3	10.3	10.8	11.7	12.9	13.6	14.0	14.3	14.1	14.1	13.6	12.6
Manufacturing	116.5	113.4	112.2	109.8	110.4	113.3	111.2	113.5	115.9	116.5	115.8	112.9
TCU	12.5	12.5	12.5	12.3	12.4	12.6	12.5	12.4	12.5	12.5	12.4	12.3
Wholesale Trade	12.4	12.4	12.6	12.7	12.7	12.9	12.8	12.8	12.8	12.8	12.8	12.8
Retail Trade	52.9	52.2	52.6	52.7	53.9	53.7	53.3	53.3	54.6	54.5	55.6	56.9
FIRE	10.8	10.8	11.0	11.1	11.2	11.5	11.7	11.6	11.5	11.4	11.4	11.4
Services	53.8	54.7	55.1	55.9	55.7	56.3	54.1	54.0	54.6	55.7	55.6	55.5
Gov't.	61.6	62.7	63.2	62.9	63.5	64.4	59.3	58.9	61.9	62.5	63.6	64.0

Industry Group	1975											
	Jan	Feb	Mar	Apr	May	June	July	Aug	Sept	Oct	Nov	Dec
Total	328.9	317.9	324.1	324.0	325.9	328.7	318.7	319.4	326.7	329.2	331.8	
Construction	11.2	9.6	10.9	11.6	12.1	12.6	11.9	12.3	12.6	12.5	12.0	
Manufacturing	109.3	100.3	102.6	100.6	100.2	101.1	98.9	99.5	101.9	102.6	103.5	
TCU	12.1	11.6	12.2	12.4	12.5	12.6	12.5	12.5	12.6	12.6	12.5	
Wholesale Trade	12.7	12.8	12.7	12.8	12.9	13.0	12.9	13.0	12.9	12.9	12.9	
Retail Trade	53.1	51.2	53.1	53.4	54.2	54.2	53.9	53.9	55.1	54.9	56.1	
FIRE	11.4	11.4	11.5	11.6	11.7	11.9	12.1	12.1	12.0	11.9	11.8	
Services	55.0	56.3	56.2	56.8	56.9	58.2	56.7	56.9	56.8	57.7	57.5	
Gov't.	63.7	64.3	64.4	64.3	64.9	64.8	59.2	58.8	62.2	63.6	64.7	

Unemployment Rate	Jan	Feb	Mar	Apr	May	June	July	Aug	Sept	Oct	Nov	Dec
1974	4.6	5.1	5.5	5.4	4.0	4.7	4.6	3.8	3.5	3.7	4.7	5.6
1975	6.8	7.9	8.8	8.2	8.0	8.4	8.1	7.7	7.3	6.9	6.5	6.4

In percent of unemployment

Note: Industrial categories may not add to total due to rounding.

TABLE B-4 (Cont.)

NON-AGRICULTURAL EMPLOYMENT BY INDUSTRY (PLACE OF WORK)

DES MOINES

(in thousands)

Industry Group	1974 Jan	Feb	Mar	Apr	May	June	July	Aug	Sept	Oct	Nov	Dec
Total	150.1	149.6	150.1	153.9	150.7	152.3	155.5	155.5	154.8	156.6	157.9	157.7
Construction	7.5	6.6	6.9	7.8	4.4	4.6	9.2	9.6	9.7	9.7	9.6	9.0
Manufacturing	27.3	27.4	25.9	27.8	27.8	28.7	27.6	27.5	27.0	27.9	28.5	28.3
TCU	10.6	10.6	10.7	10.8	10.9	11.0	11.0	10.8	10.7	10.7	10.7	10.7
Wholesale Trade	10.6	10.6	10.6	10.5	10.5	10.7	10.6	10.6	10.6	10.6	10.6	10.6
Retail Trade	25.1	24.7	25.3	25.7	25.5	25.7	25.6	25.8	26.3	26.7	27.2	27.6
FIRE	16.8	17.1	17.1	17.2	17.2	17.4	17.5	17.5	17.2	17.3	17.2	17.3
Services	28.2	28.4	29.0	29.4	29.6	29.6	30.1	29.8	29.4	29.4	29.6	29.8
Gov't.	24.0	24.2	24.6	24.7	24.7	24.7	23.8	23.8	23.9	24.3	24.6	24.6

Industry Group	1975 Jan	Feb	Mar	Apr	May	June	July	Aug	Sept	Oct	Nov	Dec
Total	155.3	153.7	154.5	154.6	154.4	156.0	156.0	156.2	157.0	156.9	157.0	157.2
Construction	7.9	6.2	7.3	7.4	7.7	8.2	8.8	9.1	8.8	8.6	8.1	7.5
Manufacturing	28.0	26.4	27.2	26.6	26.0	26.0	24.9	24.5	25.2	25.5	25.5	25.6
TCU	10.5	10.4	10.6	10.5	10.6	10.5	10.5	10.5	10.6	10.5	10.6	10.5
Wholesale Trade	10.5	11.5	10.6	10.7	10.5	10.7	10.7	10.8	10.8	10.7	10.7	10.8
Retail Trade	26.6	26.7	26.1	26.3	26.3	26.2	26.2	26.4	26.8	26.9	27.4	27.6
FIRE	17.1	17.1	17.2	17.2	17.3	17.6	17.7	17.6	17.4	17.4	17.3	17.4
Services	29.9	29.3	30.3	30.6	30.8	31.3	31.6	31.5	31.6	31.3	31.1	31.4
Gov't.	24.8	26.1	25.3	25.2	25.3	25.6	25.6	25.9	25.8	26.1	26.1	26.3

Unemployment Rate	Jan	Feb	Mar	Apr	May	June	July	Aug	Sept	Oct	Nov	Dec
1974	3.9	36.	3.3	2.8	2.7	3.2	2.9	3.2	2.7	2.4	2.9	3.6
1975	4.9	5.6	5.7	3.1	3.5	6.2	6.8	6.1	5.6	5.6	5.7	5.9

In percent of unemployment

Note: Industrial categories may not add to total due to rounding.

TABLE B-4 (Cont.)

NON-AGRICULTURAL EMPLOYMENT BY INDUSTRY (PLACE OF WORK)

JACKSON

(in thousands)

Industry Group	1974											
	Jan	Feb	Mar	Apr	May	June	July	Aug	Sept	Oct	Nov	Dec
Total	112.9	115.1	116.4	116.5	113.3	117.0	115.6	116.0	114.6	114.9	114.6	114.0
Construction	7.3	8.6	9.1	8.7	7.4	9.2	8.8	9.1	7.9	7.4	7.0	6.5
Manufacturing	17.5	17.9	18.1	17.8	17.1	18.2	18.1	18.2	16.8	16.9	16.9	16.4
TCU	7.7	7.5	7.6	7.5	7.8	7.8	7.8	7.8	7.8	7.9	7.9	7.9
Wholesale Trade Retail Trade	25.9	26.0	26.3	26.9	26.4	27.5	27.4	27.6	26.7	27.0	27.3	27.8
FIRE	8.6	8.8	8.8	8.9	8.7	9.1	9.2	9.2	8.8	8.8	8.8	8.9
Services	20.5	21.0	21.1	21.3	20.7	20.0	19.9	20.0	21.4	21.6	21.5	21.2
Gov't.	24.8	24.7	24.7	24.7	24.5	24.6	23.8	23.6	24.5	24.6	24.6	24.7

Industry Group	1975											
	Jan	Feb	Mar	Apr	May	June	July	Aug	Sept	Oct	Nov	Dec
Total	116.5	115.8	115.3	115.5	115.0	113.2	112.4					
Construction	7.6	7.4	7.1	6.7	6.1	5.9	4.2					
Manufacturing	16.8	16.5	16.1	16.5	16.7	16.8	16.7					
TCU	7.8	7.8	7.8	7.8	7.7	7.7	7.8					
Wholesale Trade Retail Trade	27.6	27.3	27.4	27.4	27.5	27.5	27.5					
FIRE	9.3	9.3	9.3	9.3	9.4	9.4	9.4					
Services	21.7	21.7	21.7	21.8	21.9	20.2	20.3					
Gov't.	25.1	25.2	25.2	25.3	25.1	25.1	25.9					

Unemployment Rate	Jan	Feb	Mar	Apr	May	June	July	Aug	Sept	Oct	Nov	Dec
1974	3.0	3.1	3.1	2.8	2.8	3.5	3.2	3.2	3.3	2.9	4.3	4.1
1975	5.3	5.3	5.3	5.0	4.9	6.6	6.9					

In percent of unemployment

Note: Industrial categories may not add to total due to rounding.

TABLE B-4 (Cont.)

NON-AGRICULTURAL EMPLOYMENT BY INDUSTRY (PLACE OF WORK)
NEW ORLEANS
(in thousands)

Industry Group	1974											
	Jan	Feb	Mar	Apr	May	June	July	Aug	Sept	Oct	Nov	Dec
Total	408.2	409.5	410.1	412.1	417.1	415.3	411.5	411.9	420.5	419.0	421.0	422.4
Construction	27.0	27.1	27.4	2.64	27.3	27.0	27.3	27.5	27.7	27.6	27.2	27.1
Manufacturing	51.8	52.0	51.9	51.8	52.0	52.3	52.1	51.3	50.5	50.3	50.9	50.3
TCU	44.1	44.7	44.1	44.7	45.9	45.4	44.9	45.5	45.2	44.5	45.0	44.6
Wholesale Trade	32.3	32.2	32.8	33.1	33.6	33.8	33.9	34.1	34.1	33.9	34.1	34.1
Retail Trade	68.6	67.9	68.2	69.2	69.9	70.2	70.4	70.5	71.6	72.1	72.8	74.2
FIRE	25.3	25.6	25.7	25.9	26.1	26.2	26.2	26.1	26.0	26.0	26.1	26.0
Services	80.8	81.6	81.5	82.4	83.2	81.7	80.7	81.0	84.0	84.1	84.3	84.8
Gov't.	65.0	64.9	64.8	64.8	64.9	63.9	61.0	61.1	66.8	65.6	65.8	66.5

Industry Group	1975											
	Jan	Feb	Mar	Apr	May	June	July	Aug	Sept	Oct	Nov	Dec
Total	417.5	417.3	[illegible]	418.3	418.7	417.6	413.4	415.5	423.3	423.3	423.1	424.6
Construction	27.2	27.0	27.0	26.8	26.9	26.7	26.9	26.4	26.8	26.5	26.6	26.2
Manufacturing	50.3	50.6	49.5	49.3	49.7	50.6	50.6	49.8	50.1	50.2	49.7	49.4
TCU	43.2	43.4	44.0	43.9	44.1	44.0	43.6	44.0	43.4	43.5	43.2	42.9
Wholesale Trade	34.0	34.1	34.2	34.4	34.3	34.1	34.1	34.3	34.2	34.1	34.2	34.2
Retail Trade	71.6	71.1	71.1	70.6	70.5	70.9	70.6	72.0	72.3	72.9	73.8	75.5
FIRE	26.0	26.0	25.9	25.9	25.9	25.8	25.8	25.8	25.8	25.8	25.8	25.8
Services	83.9	83.5	83.5	83.8	83.2	81.2	81.2	83.7	85.5	86.0	85.9	86.0
Gov't.	66.4	66.5	68.3	68.6	68.7	68.6	64.9	63.8	69.6	68.7	68.5	69.0

Unemployment Rate	Jan	Feb	Mar	Apr	May	June	July	Aug	Sept	Oct	Nov	Dec
1974	7.8	7.5	7.0	7.2	6.9	8.3	7.9	7.5	8.2	8.2	8.2	7.7
1975	8.8	8.0	7.4	7.2	7.5	8.8	7.7	8.0	8.5	8.6	8.4	8.0

In percent of unemployment

Note: Industrial categories may not add to total due to rounding.

TABLE B-4 (Cont.)

NON-AGRICULTURAL EMPLOYMENT BY INDUSTRY (PLACE OF WORK)
PORTLAND, ME
(in thousands)

Industry Group	1974											
	Jan	Feb	Mar	Apr	May	June	July	Aug	Sept	Oct	Nov	Dec
Total	69.7	69.7	69.8	70.4	71.6	72.9	72.1	72.5	71.4	70.7	70.3	69.8
Construction	3.6	3.4	3.6	3.7	4.2	4.5	4.5	4.5	4.3	4.3	4.1	3.6
Manufacturing	14.4	14.4	14.2	14.2	14.3	14.5	14.0	14.3	13.7	13.5	13.2	13.1
TCU	4.9	5.0	4.9	4.9	4.9	5.0	5.1	5.2	5.1	5.0	5.0	4.9
Wholesale Trade Retail Trade	18.3	18.1	18.2	18.3	18.7	18.9	18.8	18.5	18.4	17.7	17.6	17.8
FIRE	5.9	5.8	5.8	5.9	5.9	5.9	6.0	6.0	5.9	5.9	6.0	6.0
Services	12.4	12.6	12.6	12.8	13.1	13.6	14.0	14.1	13.6	13.6	13.3	13.3
Gov't.	10.2	10.4	10.5	10.6	10.5	10.5	9.7	9.9	10.4	10.7	11.1	11.1

Industry Group	1975											
	Jan	Feb	Mar	Apr	May	June	July	Aug	Sept	Oct	Nov	Dec
Total	76.2	74.7	68.5	58.7	69.5	69.8	69.0	70.3	69.6	70.2	69.7	75.9
Construction	3.0	2.7	3.3	3.4	4.0	3.9	4.0	4.0	4.0	4.0	3.7	2.6
Manufacturing	15.8	15.4	12.2	12.3	12.2	12.3	11.6	.2.8	12.7	12.7	12.5	15.7
TCU	4.7	4.7	4.9	4.9	4.9	5.0	5.1	5.3	5.0	4.9	4.8	4.6
Wholesale Trade Retail Trade	19.4	18.8	17.3	17.1	17.4	17.6	18.1	18.1	17.7	17.6	17.5	19.7
FIRE	6.1	6.0	6.0	6.0	6.0	6.1	6.1	6.1	6.0	6.0	6.0	6.0
Services	14.4	14.1	13.5	13.7	13.8	13.9	13.8	13.8	13.6	13.8	13.8	14.4
Gov't.	12.8	13.0	11.3	11.3	11.2	11.0	10.3	10.2	10.6	11.2	11.4	12.9

Unemployment Rate	Jan	Feb	Mar	Apr	May	June	July	Aug	Sept	Oct	Nov	Dec
1974	3.0	3.3	3.6	3.4	3.3	3.7	3.9	3.3	3.3	3.3	3.9	4.7
1975	6.6	7.1	5.9	6.0	5.4	5.8	6.9	5.0	4.9	5.1	5.5	6.3

In percent of unemployment

Note: Industrial categories may not add to total due to rounding.

TABLE B-4 (Cont.)

NON-AGRICULTURAL EMPLOYMENT BY INDUSTRY (PLACE OF WORK)

RICHMOND

(in thousands)

Industry Group	1974											
	Jan	Feb	Mar	Apr	May	June	July	Aug	Sept	Oct	Nov	Dec
Total	275.0	275.0	275.4	275.7	276.0	277.7	277.2	276.8	278.3	278.1	278.4	278.6
Construction	18.2	18.4	18.8	18.8	19.0	19.6	19.1	18.7	18.3	17.9	18.6	18.3
Manufacturing	54.0	53.8	53.5	53.2	52.8	53.4	53.2	54.4	53.9	53.9	53.5	58.2
TCU	17.9	18.0	17.9	17.9	18.1	18.2	18.3	18.3	18.3	18.3	18.1	17.8
Wholesale Trade	19.4	19.3	19.2	19.2	19.4	19.6	19.6	19.5	19.5	19.5	19.9	20.1
Retail Trade	42.8	42.2	42.2	42.3	42.3	42.8	43.3	42.9	43.3	43.1	43.2	43.8
FIRE	27.2	22.2	22.4	22.5	22.4	22.4	22.5	22.4	22.2	22.2	22.4	22.6
Services	43.6	44.1	44.4	44.8	44.9	44.9	45.2	44.8	45.1	45.0	44.9	44.7
Gov't.	56.5	56.6	56.6	56.6	56.7	56.4	55.6	55.3	57.3	57.8	57.4	57.7

Industry Group	1975											
	Jan	Feb	Mar	Apr	May	June	July	Aug	Sept	Oct	Nov	Dec
Total	274.1	271.5	270.7	268.3	267.4	270.4	269.7	270.2	270.4	269.3	272.1	272.9
Construction	17.6	17.3	17.6	17.7	17.1	16.8	17.3	17.2	16.9	16.6	15.9	15.6
Manufacturing	52.1	51.0	49.9	48.3	48.0	48.4	48.5	49.3	49.6	49.9	50.2	50.3
TCU	17.5	17.3	17.4	17.2	17.3	17.5	17.6	17.5	17.4	17.3	17.4	17.4
Wholesale Trade	19.6	19.3	19.2	19.1	19.0	19.2	19.2	19.4	19.4	19.3	19.3	19.2
Retail Trade	42.1	41.3	41.3	40.7	40.4	40.8	40.8	40.8	40.9	40.5	43.0	43.9
FIRE	22.6	22.6	22.4	22.4	22.4	22.5	22.4	22.2	22.1	22.1	22.2	22.3
Services	44.3	44.4	44.7	44.5	44.9	46.4	46.0	45.9	45.6	44.8	45.0	45.0
Gov't.	57.9	57.9	57.8	58.0	57.9	58.5	57.5	57.5	58.1	58.4	58.7	58.8

Unemployment Rate	Jan	Feb	Mar	Apr	May	June	July	Aug	Sept	Oct	Nov	Dec
1974	2.4	3.3	3.5	2.8	2.7	3.9	3.1	2.8	3.3	2.8	3.1	3.2
1975	3.9	4.5	5.3	4.6	4.9	5.1	4.8	4.5	3.9	4.3	3.8	4.1

In percent of unemployment

Note: Industrial categories may not add to total due to rounding.

TABLE B-4 (Cont.)
NON-AGRICULTURAL EMPLOYMENT BY INDUSTRY (PLACE OF WORK)
SAN DIEGO
(in thousands)

Industry Group	1974 Jan	Feb	Mar	Apr	May	June	July	Aug	Sept	Oct	Nov	Dec
Total	450.1	454.3	458.5	462.3	468.5	470.0	457.0	467.1	472.7	471.9	472.4	470.5
Construction	24.4	25.1	27.3	25.3	25.6	25.3	16.1	23.7	21.1	22.6	22.2	21.2
Manufacturing	72.4	73.1	71.1	74.5	75.9	76.2	76.2	77.4	76.7	77.4	77.2	75.2
TCU	22.8	22.7	23.0	22.9	23.2	23.5	23.4	23.7	23.4	23.3	23.0	23.2
Wholesale Trade	16.1	16.0	15.4	16.2	16.6	16.8	16.9	17.0	17.0	16.7	16.7	16.8
Retail Trade	84.9	84.0	84.6	85.5	87.6	88.3	88.5	88.8	89.9	89.5	90.7	93.2
FIRE	24.3	24.5	24.3	24.7	25.0	25.3	25.5	25.3	25.0	24.9	24.6	24.3
Services	91.0	92.6	93.9	94.2	94.9	95.8	99.5	101.4	102.2	95.7	95.1	94.3
Gov't.	113.7	116.0	118.3	118.5	119.2	118.3	110.4	109.3	117.0	121.3	122.4	121.8

Industry Group	1975 Jan	Feb	Mar	Apr	May	June	July	Aug	Sept	Oct	Nov	Dec
Total	464.1	466.1	465.8	467.5	469.0	471.8	466.1	467.6	474.4	472.5	472.5	476.2
Construction	20.4	19.7	17.8	18.3	20.1	21.3	21.1	21.2	21.5	20.8	20.4	20.5
Manufacturing	75.2	74.1	73.2	72.8	72.7	72.7	72.3	70.8	71.6	70.2	69.7	70.1
TCU	23.0	22.7	22.7	22.7	22.6	22.7	22.8	23.0	22.6	22.5	22.0	22.1
Wholesale Trade	16.7	16.6	16.6	16.6	16.8	16.9	16.7	16.8	16.8	16.5	16.6	16.7
Retail Trade	89.8	89.8	90.0	90.3	90.7	91.2	91.7	92.4	93.7	93.6	94.0	97.1
FIRE	24.3	24.2	24.2	24.3	24.3	24.6	24.8	24.8	24.8	24.8	24.8	24.9
Services	93.4	94.7	95.3	95.4	95.9	96.6	97.4	102.6	101.2	97.1	96.8	96.2
Gov't.	120.8	123.8	125.0	126.6	125.4	125.3	116.8	115.5	121.7	126.5	127.7	128.1

Unemployment Rate	Jan	Feb	Mar	Apr	May	June	July	Aug	Sept	Oct	Nov	Dec
1974	7.1	7.7	7.6	7.0	7.1	8.3	8.6	7.6	8.0	7.8	8.1	8.2
1975	9.8	10.8	10.4	10.4	10.1	11.4	10.6	10.5	10.1	9.9	10.6	11.4

In percent of unemployment

Note: Industrial categories may not add to total due to rounding.

TABLE B-4 (Cont.)

NON-AGRICULTURAL EMPLOYMENT BY INDUSTRY (PLACE OF WORK)

SANTA ROSA

(in thousands)

Industry Group	1974											
	Jan	Feb	Mar	Apr	May	June	July	Aug	Sept	Oct	Nov	Dec
Total	58.8	59.0	59.9	62.4	64.1	64.6	62.7	65.7	66.1	64.7	63.7	63.4
Construction	2.9	3.1	3.3	3.6	4.3	4.4	3.8	4.5	4.5	4.0	3.5	3.2
Manufacturing	8.8	8.7	8.7	9.0	9.2	9.3	9.4	10.3	10.2	9.6	9.3	9.0
TCU	3.3	3.3	3.4	3.2	3.3	3.3	3.5	3.3	3.3	3.3	3.3	3.3
Wholesale Trade	2.2	2.2	2.3	2.4	2.5	2.5	2.4	2.6	2.6	2.6	2.5	2.5
Retail Trade	11.8	11.8	12.0	12.1	12.3	12.6	12.7	12.8	12.9	12.5	12.6	12.9
FIRE	3.8	3.8	3.9	4.0	4.0	4.0	3.9	4.0	4.0	4.0	4.0	4.0
Services	10.6	10.6	10.7	11.5	11.7	11.9	11.5	12.1	12.0	11.9	11.7	11.7
Gov't.	15.1	15.2	15.3	16.3	16.5	16.3	15.2	15.8	16.3	16.5	16.5	16.5

Industry Group	1975											
	Jan	Feb	Mar	Apr	May	June	July	Aug	Sept	Oct	Nov	Dec
Total	61.4	61.4	61.8	62.4	63.9	64.7	65.0	65.4	66.7	66.1	65.3	65.3
Construction	2.9	2.8	2.9	3.1	3.6	3.9	3.9	4.0	4.0	4.0	3.5	3.1
Manufacturing	8.5	8.3	8.3	8.3	8.5	8.7	8.8	9.3	9.6	9.3	9.4	9.3
TCU	3.2	3.2	3.2	3.2	3.3	3.3	3.3	3.3	3.4	3.4	3.4	3.4
Wholesale Trade	2.4	2.4	2.4	2.4	2.5	2.5	2.5	2.6	2.6	2.6	2.5	2.5
Retail Trade	12.4	12.3	12.4	12.5	12.8	13.2	13.3	13.4	13.4	13.2	13.3	13.6
FIRE	4.0	3.9	4.0	4.0	4.0	4.0	4.0	4.0	4.0	4.0	4.0	4.0
Services	11.5	11.5	11.5	11.7	11.9	12.0	12.3	12.2	12.1	12.0	11.8	11.9
Gov't.	16.3	16.8	16.9	17.0	17.1	16.9	16.7	16.4	17.4	17.4	17.2	17.3

Unemployment Rate	Jan	Feb	Mar	Apr	May	June	July	Aug	Sept	Oct	Nov	Dec
1974	10.3	10.7	10.3	9.9	8.0	8.7	8.6	7.1	7.2	7.6	9.9	11.8
1975	12.1	13.8	13.2	13.5	13.4	12.5	12.3	10.7	9.8	10.4	10.5	12.0

In percent of unemployment

Note: Industrial categories may not add to total due to rounding.

TABLE B-4 (Cont.)

NON-AGRICULTURAL EMPLOYMENT BY INDUSTRY (PLACE OF WORK)
SYRACUSE

(in thousands)

Industry Group	1974											
	Jan	Feb	Mar	Apr	May	June	July	Aug	Sept	Oct	Nov	Dec
Total	238.3	238.0	239.3	242.8	245.2	245.3	241.5	243.2	245.9	248.3	246.9	242.3
Construction	10.6	10.0	10.5	11.8	13.2	13.7	14.1	14.8	14.2	13.8	12.6	10.8
Manufacturing	62.7	62.1	62.2	62.3	62.2	63.0	61.9	62.1	62.5	62.0	61.0	58.7
TCU	13.8	13.9	13.9	14.0	14.3	14.9	14.9	15.0	14.7	14.7	14.6	14.4
Wholesale Trade	16.0	16.1	16.1	16.1	16.1	16.0	15.9	15.9	15.9	15.8	15.9	15.8
Retail Trade	35.5	34.5	34.5	35.2	35.7	35.6	35.6	37.0	37.6	37.9	38.2	38.4
FIRE	14.0	14.0	14.0	14.1	14.3	14.5	14.6	14.6	14.4	14.3	14.2	14.4
Services	42.7	43.6	44.0	44.8	45.0	42.4	42.7	42.8	44.2	46.2	46.1	45.4
Gov't.	43.0	43.8	44.1	44.5	44.5	45.2	41.8	41.1	42.4	43.6	44.3	44.4

Industry Group	1975											
	Jan	Feb	Mar	Apr	May	June	July	Aug	Sept	Oct	Nov	Dec
Total	232.1	232.4	229.9	230.1	231.7	231.4	229.3	230.2	231.6	235.0	235.5	236.5
Construction	8.9	8.3	8.2	8.3	9.6	10.3	10.7	11.0	10.7	10.5	10.1	9.3
Manufacturing	56.8	55.3	53.5	52.9	52.0	52.0	50.8	51.7	53.0	52.7	52.8	52.8
TCU	13.8	13.7	13.7	13.8	13.8	13.8	13.9	14.0	14.0	14.0	13.9	13.6
Wholesale Trade Retail Trade	51.5	50.5	50.2	50.5	51.1	51.7	51.5	51.3	52.3	51.8	52.1	54.1
FIRE	14.3	14.2	14.2	14.3	14.4	14.5	14.8	14.8	14.6	14.6	14.5	14.3
Services	42.5	45.1	45.2	45.3	45.2	42.5	42.6	42.3	44.1	46.3	46.3	44.8
Gov't.	44.3	45.3	45.0	45.1	45.6	46.6	45.1	45.2	43.0	45.0	45.8	47.6

Unemployment Rate	Jan	Feb	Mar	Apr	May	June	July	Aug	Sept	Oct	Nov	Dec
1974	5.3	5.7	5.5	4.7	3.5	5.5	4.9	4.8	4.9	4.9	6.1	6.7
1975	8.3	9.2	9.8	9.7	9.6	10.5	10.5	9.6	9.1	9.1	9.3	9.6

In percent of unemployment

Note: Industrial categories may not add to total due to rounding.

TABLE B-4 (Cont.)

NON-AGRICULTURAL EMPLOYMENT BY INDUSTRY (PLACE OF WORK)

WICHITA

(in thousands)

Industry Group	1974											
	Jan	Feb	Mar	Apr	May	June	July	Aug	Sept	Oct	Nov	Dec
Total	159.6	161.0	163.2	163.8	164.8	166.0	167.5	168.0	169.8	171.2	171.7	172.7
Construction	7.3	7.9	8.1	8.5	8.9	9.7	9.8	9.7	9.6	9.2	8.9	8.7
Manufacturing	48.8	48.9	49.5	49.3	49.4	50.3	51.1	52.5	53.8	54.3	54.8	54.8
TCU	8.4	8.4	8.5	8.5	8.5	8.7	8.8	8.7	8.6	8.6	8.6	8.6
Wholesale Trade	9.0	9.1	9.2	9.1	9.2	9.3	9.3	9.4	9.4	9.4	9.4	9.4
Retail Trade	26.0	26.0	26.4	26.7	27.0	27.3	27.2	27.0	26.9	28.1	28.2	28.7
FIRE	7.8	7.8	8.0	8.0	8.0	8.2	8.3	8.2	8.2	8.0	7.9	7.9
Services	28.3	28.6	28.9	29.1	29.1	29.4	29.6	29.6	29.5	30.0	30.3	30.2
Gov't.	22.2	22.3	22.7	22.7	22.7	21.3	21.5	20.9	21.8	21.7	22.1	22.5

Industry Group	1975											
	Jan	Feb	Mar	Apr	May	June	July	Aug	Sept	Oct	Nov	Dec
Total	169.1	168.5	168.9	167.6	166.9	166.6	167.8	167.5	167.5	168.1	168.3	168.6
Construction	8.0	7.8	8.4	8.3	8.4	8.4	8.6	8.7	8.0	7.9	7.9	7.6
Manufacturing	54.1	53.3	53.4	51.9	51.1	51.6	52.1	52.2	52.0	52.1	52.3	52.2
TCU	8.4	8.4	8.3	8.3	8.3	8.4	8.5	8.5	8.4	8.4	8.3	8.4
Wholesale Trade	9.5	9.4	9.4	9.4	9.3	9.4	9.5	9.5	9.4	9.4	9.4	9.4
Retail Trade	27.3	27.1	26.5	26.6	26.6	26.7	26.8	26.9	27.6	27.6	27.8	28.3
FIRE	7.8	7.9	8.2	8.2	8.2	8.2	8.3	8.3	8.0	8.0	8.0	8.0
Services	29.9	30.2	30.0	30.1	30.2	30.6	30.6	30.6	30.7	30.7	30.6	30.8
Gov't.	22.2	22.4	22.6	22.7	22.8	21.4	21.5	20.8	21.5	22.0	22.0	22.2

Unemployment Rate	Jan	Feb	Mar	Apr	May	June	July	Aug	Sept	Oct	Nov	Dec
1974	4.8	4.0	3.5	3.4	3.1	4.1	3.9	3.3	3.1	3.2	3.3	3.6
1975	4.8	5.4	5.4	5.9	5.5	6.5	6.7	5.8	5.9	5.8	5.8	5.8

In percent of unemployment

Note: Industrial categories may not add to total due to rounding.

APPENDIX C

THE EMPLOYMENT SERVICE ROLE IN ATLANTA'S PUBLIC INTERMEDIARY JOB MARKET

Atlanta is the largest of the SMSAs studied in size of population, a state capital, and a major transportation and distribution hub of the southeast. Its employment contains the next to the lowest proportion of low-pay, low-status jobs of the areas studied. Its newspaper is the largest among those studied in circulation, and, by far, in ad volume. Its employment service tends strongly toward the broadcast model; it ranks tenth in placements per staff. Its applicant work load is relatively heavy; it has the third largest volume of population to be potentially served by each staff member, and the largest volume of new applications per staff.

Its public intermediary market is a weak one, reflecting usual employer use of closer channels. Of the areas studied, Atlanta's public intermediaries achieve the lowest degree of penetration of area employers; only 7.4 percent of area employers publicly announce their jobs. The Atlanta employment service was used by only 0.9 percent of area employers during the flow period. The Atlanta agency ranks last in public intermediary market share of stock and next to last in share of new jobs. It draws a less than average number of low-pay, low-status jobs and an average number of mandatory listings. It was able to close only one fourth of the job orders if captured during the flow period. This employment service holds job orders open a relatively long time.

THE EMPLOYMENT SERVICE ROLE IN BOISE'S PUBLIC INTERMEDIARY MARKET

Boise is the capital of Idaho and a center for the state's agribusiness and lumber industries. It is a rapidly growing area, ranking smallest in size among the areas studied. Its newspaper ranks eleventh among those studied in circulation and tenth in ad volume. The Boise employment service has nearly the smallest potential applicant load per staff but the fifth largest actual application volume. Structured to operate in the pure brokerage mode, it has the highest placement rate per staff.

During the study period, Boise enjoyed a high rate of listing with the public intermediaries. Its public intermediaries were used by 8.6 percent of area employers during October, 1974, 5.2 percent listing with the employment service. Even with a highly competitive paper, its employment service ranked second in market share of stock and third in market share of flow.

The area ranked fourth in percent share of employment in low-pay, low-status occupations. Yet Boise employment service had the second smallest share of its job listings in low-pay, low-status occupations.

The Boise employment service holds its jobs open a moderate length of time before closing them. During October 1974 it closed 54 percent of the new jobs it received, keeping each of these open an average of 9.5 days.

THE EMPLOYMENT SERVICE ROLE IN DAYTON'S PUBLIC INTERMEDIARY MARKET

Dayton is the fourth largest of the areas studied in population size, a heavy manufacturing center. Its employment contains the smallest proportion of low-pay, low-status jobs of any area studied. Its newspaper ranks fifth in circulation size. Its employment service, tending toward the broadcast model, ranks second in population load per staff member and last in placements per staff.

Dayton had the lowest new hire rate of the areas studied and nearly the lowest public intermediary listing rate. Neither its newspaper nor its employment service are particularly strong. Its penetration rate could not be calculated reliably because of missing employment service data. Dayton's employment service ranks eighth in market share of stock and ninth in share of new job flow. It is notable for the high proportion of its jobs mandatorily listed (34.1 percent); it ranks eighth in the proportion of its jobs in low-pay, low-status occupations. It is moderate in the length of time it holds jobs open. Incomplete data prevents exact determination of the average span.

THE EMPLOYMENT SERVICE ROLE IN DES MOINES' PUBLIC INTERMEDIARY MARKET

Des Moines is the eighth largest area studied in population size. It is a meat processing and insurance center. The area ranks seventh in proportion of employment in low-pay, low-status occupations. Its newspaper is extraordinarily strong, with the second largest circulation of all the papers studied and a high ad count for an area of its size. Circulation distribution information indicates that the paper serves a good part of Iowa. Its employment service tends toward the broadcast model. It ranks seventh in population potentially served by each staff, eighth in new applications per staff and second in placements per staff.

Des Moines enjoyed both high new hire and public intermediary listing rates. Both the newspaper and employment service are active recipients of job listings. The public intermediaries have the highest rate of employer penetration there -- 14.9 percent of area employers using them at some time. The employment service captured the third highest share of stock there, eighth largest share of new jobs, and at least one listing from 5.7 percent of area employers. This is the highest employer penetration rate of any employment service unit studied. Des Moines captures a fairly high proportion of mandatory listings and the smallest proportion of low-pay, low-status jobs. It holds jobs open a relatively long time. During the flow period, it closed 24 percent of its new jobs, each in an average of 12.1 days.

THE EMPLOYMENT SERVICE ROLE IN JACKSON'S INTERMEDIARY MARKET

Jackson, Mississippi, is the ninth largest area in population size among the areas studied. It is the state capital. The area has the second largest proportion of low-pay, low-status jobs in its employment of the areas studied. Its newspaper ranks ninth in circulation size. It also ranks ninth in ad volume despite an inordinately high volume of private agency ads. Its employment service has the smallest population size to be potentially served by each staff member, ranks ninth in new applications taken and is the ninth in placements per staff. Its structure tends toward the broadcast model.

Jackson had a high new hire rate during the study period and a moderate rate of job listings with the public intermediaries. No data could be obtained on their penetration of employers. The employment service ranks second in share of new job flow and seventh in share of inventory. It ranks fifth in the proportion of low-pay, low-status jobs in its flow and among the lowest in proportion of mandatory listings. It is nearly competitive with the newspaper in the length of time it holds jobs open. During the flow period, the Jackson employment service closed 66 percent of its new jobs, taking 6.3 days on the average for each.

THE EMPLOYMENT SERVICE ROLE IN NEW ORLEANS' PUBLIC INTERMEDIARY MARKET

New Orleans is the third largest of the cities studied in population size, a major port, transportation hub, and tourist center. The SMSA ranks third in the proportion of its employment in low-pay, low-status jobs. Its newspaper ranks fourth in circulation size; its employment service, tending strongly toward the broker model ranks sixth in both the potential applicant population and in actual new applicants to be served by each staff member and fifth in placements per staff.

It ranks third in the percentage of area employers resorting to public announcement of jobs. Its employment service ranks ninth in share of publicly announced stock and fifth in share of publicly announced new jobs. It ranks second in penetration of area employers -- with 5.6 percent of employers in the area listing at least one job with it. New Orleans employment service ranks fourth in the percent of low-pay, low-status jobs it handles and ranks quite low in volume of mandatory listings.

It is among the lowest of the employment service units studied as far as the length of time a job stays open in the system. During the four week flow study period, it closed 75 percent of the new jobs it received, disposing of them in an average of a little over three days. It closed an unusually high proportion of its jobs in one day. Thus it showed itself to have a competitive edge timewise over the want ads.

THE EMPLOYMENT SERVICE ROLE IN PORTLAND'S PUBLIC INTERMEDIARY JOB MARKET

Portland is the eleventh of the SMSAs studied in population size. It is an old-time manufacturing center and has a substantial financial and insurance industry. The hourly wage earned by the average manufacturing worker there is the second lowest among the areas studied. Its newspaper ranks tenth among those studied in circulation size and the eleventh in ad volume. Portland's employment service structure lies halfway between the broker and broadcast models. Its staff members have the eighth largest potential applicant load but the seventh largest actual applicant volume; they rank seventh in staff placement rate.

During the study period, Portland experienced a relatively moderate new hire rate in manufacturing and a moderate public listing rate. Its public intermediaries were used in October, 1974 by at least 8.2 percent of local employers, 3.5 percent choosing the employment service. The Portland employment service ranked fourth among study areas in share of public intermediary stock and seventh in share of public intermediary flow.

The Portland area ranked sixth in share of employment taken by "low-pay, low-status" jobs. Its employment service also ranked sixth in percent of its job listings in low-pay, low-status jobs. Its employment service received a relatively low proportion of mandatorily listed jobs.

The Portland employment service holds jobs open a moderate length of time. During the flow period, it closed 68 percent of the jobs it received in the four weeks, keeping each of these open an average of six days.

THE EMPLOYMENT SERVICE ROLE IN RICHMOND'S PUBLIC INTERMEDIARY MARKET

Richmond ranks fifth in population size among the areas studied, is a state capital; and a rapidly diversifying center for the tobacco industry. It ranks tenth among study areas in proportion of employment in low-pay, low-status occupations. Its newspaper ranks sixth in daily circulation but only seventh in Sunday circulation. Its employment service lies halfway between the broker and broadcast models; it ranks first in potential applicant load per staff member, third in actual applicant load, and eleventh in placements per staff. The agency is widely respected for its effective public relations campaign.

The newspaper is a strong one. 11.8 percent of Richmond's employers use the public intermediaries -- only 1.8 percent use the employment service. Richmond's employment service ranks tenth in share of publicly announced job inventory, twelfth in new job share. It ranks tenth in the percent of low-pay, low-status jobs it draws, fairly low in percentage of mandatory listings. It holds its jobs open longer than almost any other employment service unit. During the four-week flow study period, it closed only six percent of the new job orders it received, requiring an average of nine days to close these few.

THE EMPLOYMENT SERVICE ROLE IN SAN DIEGO'S PUBLIC INTERMEDIARY MARKET

San Diego is the second largest of the areas studied in population size; it is the site of a major military installation and a good-sized aerospace and tourist-oriented industry. It ranked fifth among study areas in proportion of employment in low-pay, low-status occupations. Its newspaper ranks third in circulation size. Its employment service tends toward the broadcast model; it ranks fifth in population to be served potentially by each employment service staff member, and sixth in placements per staff.

San Diego is about average among areas studied in the capability of its public intermediary market to draw jobs. No estimate could be made of the extent to which local employers resort to public announcement. However, the San Diego employment service ranked next to last in its share of public job inventory, but sixth in its market share of new jobs. The San Diego employment service ranked second in its capability to draw low-pay, low-status jobs and about average in flow of mandatory listings. It tended to dispose of its job listings almost as fast as the newspaper -- closing 68 percent of the new jobs it received during the flow period, and these in an average of less than six days.

THE EMPLOYMENT SERVICE ROLE IN SANTA ROSA'S PUBLIC INTERMEDIARY MARKET

Santa Rosa ranks tenth among the areas studied in population size. A predominantly agricultural area, its recent rapid growth has brought with it some light industry along with the influx of people. Santa Rosa's employment includes the highest proportion of jobs in low-pay, low-status occupations of any of the areas studied. Its newspaper has the smallest circulation and ad volume of any major papers studied. Its employment service structure tends toward the brokerage model. Although it bears the fourth heaviest potential applicant load and the second heaviest applicant load per unit of staff, Santa Rosa has the third highest rate of placements per staff member. Santa Rosa's employment service is the only non-Job Bank area in the study.

Although no data is available as to Santa Rosa's new hire rate, its new public intermediary job listing rate was relatively low. This market's degree of penetration of Santa Rosa employers could not be obtained. Santa Rosa's employment service ranked sixth in market share of public job inventory and first in market share of new jobs. The employment service's new job flow reflected the market. It too contained the highest proportion of low-pay, low-status jobs of any employment service studied. It draws the smallest proportion of mandatory listings. The employment service there disposes of its job listings in relatively short order. During the four-week flow study period, it closed 83 percent of the jobs it received, the highest proportion of any area's employment service. It closed each of these jobs in an average of 2.7 days.

The newspaper's small help wanted ad volume may be a significant factor influencing the relatively high volume of new jobs to the agency.

THE EMPLOYMENT SERVICE ROLE IN SYRACUSE'S PUBLIC INTERMEDIARY MARKET

Syracuse is the sixth largest of the areas studied in population size because the study area had to be restricted to the city's immediate county. The area ranks ninth among the areas studied in proportion of employment in low-pay, low-status occupations. It is an old-time manufacturing city. Its newspaper ranks sixth among those studied in Sunday circulation size, seventh in daily circulation. Its employment service lies halfway between the brokerage and broadcast models. It ranks ninth in population served by each staff member; fourth in placements per staff.

The Syracuse market had a relatively moderate new hire rate and rate of public listed filled vacancies. The employment service faces a relatively weak competitor. The two are used by 7.7 percent of area employers. The employment service there ranks first in market share of stock, fourth in share of publicly announced new jobs. It is used by 3.7 percent of area employers. It ranks ninth in the proportion of its new jobs in low-pay, low-status occupations. No data could be obtained on its mandatory listings. The Syracuse employment service is moderate in the average length of time it holds jobs open. It closed nearly half of the new jobs it received during the four week flow period, keeping each one open an average of 10.7 days before closing it.

THE EMPLOYMENT SERVICE ROLE IN WICHITA'S PUBLIC INTERMEDIARY MARKET

Wichita is a major manufacturing center and distribution hub in the plains of this country. It is seventh largest in population size of the areas studied. It ranks eighth in share of employment in low-pay, low-status occupations. Its newspaper ranks eighth in circulation size. Its employment service ranks tenth in population load upon its staff members and eighth in placements per staff. It lies halfway between the brokerage and broadcast models.

Wichita, less affected by the recession than the others, had the highest new hire rate of the areas studied. It also enjoyed a relatively high public listing rate. Its newspaper is relatively strong; the employment service there appears strong on a one-time basis because it accumulates jobs over time. The public intermediaries are used there by 10.5 percent of area employers. Employment service ranks fifth in market share of stock, tenth in share of new jobs. It is used by only 3.1 percent of area employers. It draws a high proportion of mandatory listings, the third highest proportion of low-pay, low-status jobs. It holds jobs open the longest. In the four week flow period, it closed only eight percent of the new jobs it received requiring an average of 8.5 days to close each.

APPENDIX D

GLOSSARY OF TERMS

ABC AUDIT	-- Circulation figures of major metropolitan newspapers attested to by the Audit Bureau of Circulations (ABC) to which most of these newspapers belong. Alternative terms: Audit Bureau of Circulations figures
BLS	-- Acronym for the Bureau of Labor Statistics in the U.S. Department of Labor. It has responsibility for the preparation of many types of statistical series describing the nation's labor market. Alternative terms: Bureau of Labor Statistics
CETA	-- Acronym for the Comprehensive Employment and Training Act of 1974 which transfers responsibility for many manpower training functions from the

employment service to local government. In some areas, the employment service still carries on such functions on a subcontract basis to local government.
Alternative terms: Comprehensive Employment Training Act

COMMON EMPLOYER -- An employer who places at least one listing in the employment service *and* one in the newspaper in the course of the four-week flow period.
Alternative terms: Common user, matched employer

CONFERENCE BOARD -- Acronym for The Conference Board, which compiles an index of help wanted advertising volume used as a national economic indicator.
Alternative terms: National Industrial Conference Board

DOL -- Acronym for the U.S. Department of Labor.
Alternative terms: U.S. Department of Labor

DOT -- Acronym for the *Dictionary of Occupational Titles*. The *Dictionary of*

Occupational Titles presents an occupational classification system for jobs reflecting worker traits and tasks performed. The system defines more than 20,000 occupations and relates in excess of 35,000 titles to them.
Alternative terms: *Dictionary of Occupational Titles*

DURATION -- Length of time an advertised job title remains in the paper and period in the employment service that a job order is open.
Alternative term: Life of an order

ECONOMIC INDICATOR -- A statistical series considered to be a reliable descriptor of the state of the economy.
Alternative terms: Indicator

ES -- Acronym for employment service.
Alternative terms: Employment service, state employment service, agency

ESARS -- Acronym for the employment service Automated Reporting System, the uniform management information system of the state employment services.

FLOW -- The new jobs received by the two intermediaries in October without the first day's stock.

Alternative terms: Flow only, pure flow, new jobs

FLOW STUDY -- The substudy quantifying the volume and characteristics of new jobs received by both the employment service and newspaper want ads in twelve labor market areas cumulatively during four weeks in October 1974.

IDENTIFIERS -- The information present in an employment service job order and, to a lesser extent, in a newspaper want ad which can be used to relate these jobs listings to a particular employer. These identifiers include the firm name, employer's address, and telephone number.

Alternative terms: Employer identifiers

IN-AND-OUT JOBS -- Job orders received and closed by the employment service within the same day.

Alternative terms: Short duration jobs

INITIAL STOCK -- The jobs displayed by each intermediary on the first day of the job seeker's October search.

Alternative terms: First day's jobs

JOB -- Job order in the employment service, job title in the want ads.

Alternative terms: Listing, order

JOB BANK -- A system for computerized display of employment service job orders, the area of display generally covering a SMSA or labor area.

JOB-WORKER MATCH -- The meeting of employer and worker requirements in a new hire.

LOW-PAY, LOW-STATUS JOBS -- A compilation of 1970 Census employment data for selected occupations published in the U.S. Department of Labor's Employment and Training Administration's Summary Manpower Indicators. These occupations are non-farm laborers, farm laborers and foremen, cleaning and food service workers, and private household workers.

MANDATORY ORDER	-- Order placed by an employer in compliance with Executive Order 11598. Alternative terms: Mandatory listing, ML, mandatorily placed job
MA-141	-- Report number of the ESARS job order master list printed monthly by local office. This was used as a data source for local offices not served by Job Bank. Alternative terms: ESARS Job Order Master File
MAJOR NEWSPAPER	-- A newspaper serving an entire metropolitan area. Alternative terms: metropolitan paper
MATCH STUDY	-- A substudy describing the number and characteristics of employers using ES and the want ads and identifying those employers who used both these intermediaries during October 1974, whether for the same occupation or for different jobs. Alternative terms: matched employer study

MINOR NEWSPAPER -- A newspaper with at least five percent of the circulation of the area's metropolitan newspaper. Minor newspapers in this study usually serve a suburban or minor city within the SMSA.

NAB -- Acronym for the National Aliance of Businessmen, which jointly sponsors with the employment service a subsidized on-the-job training programs for the disadvantaged.
Alternative terms: National Alliance of Businessmen

OCTOBER JOBS -- The initial day's stock plus all the new jobs the two intermediaries receive in October.
Alternative terms: Month's jobs, total opportunities

OJT -- Acronym for "on-the-job training." This is one component of manpower training.
Alternative terms: On-the-job training

ORDER STATUS	-- Designation of whether an employment service order is open for referral, closed, filled, cancelled or on hold. Alternative terms: Job order status, status
PUBLIC INTERMEDIARY	-- Term used to describe the employment service, want ads, and in a limited sense, private employment agencies. Alternative terms: Intermediaries, employment service and want ads
PUBLIC INTERMEDIARY MARKET	-- The sum of listings in the employment service and those in the want ads. Alternative terms: Public market, public domain, public broadcast, publicly announced jobs, publicly listed jobs
PUBLIC INTERMEDIARY JOB LISTING RATE	-- An expression relating the number of publicly announced jobs to area employment. It is derived by dividing the number of new listings in the public intermediary market in a month by area employment expressed as a multiple of each 100 employed for that month.

R & S UNITS	-- Acronym for the units conducting the research and statistics activities of the state employment services. Alternative terms: Research and Statistics
SIC	-- Acronym for the Standard Industrial Classification system for categorization of firms by industrial activity.
SMSA	-- Acronym for standard metropolitan statistical area. Definitions developed for federal interagency use by the Office of Management and Budget (OMB). There were 266 SMSAs at the time of this study. Alternative terms: Metropolitan area, area
STOCK	-- All twelve month-end "snapshots" of the job listings held by employment service and want ads. Alternative terms: Periodic stocks, periodic inventories, residuals, inventories
STOCK STUDY	-- The substudy measuring the volume and characteristics of job listings held

by the employment service and want ads in twelve metropolitan areas on twelve month-ending dates.

WANT AD -- A "help wanted" advertisement in a newspaper, generally segregated from other types of ads in a "help wanted" classified advertising section. Alternative terms: Ad, help wanted ad, want ad